

SEVENTH
YEARBOOK
OF THE
**CITY
MANAGERS'
ASSOCIATION**

HARRISON G. OTIS
SECRETARY

1921



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SEVENTH YEARBOOK

of the

City Managers' Association

PUBLISHED IN AUGUST

1921

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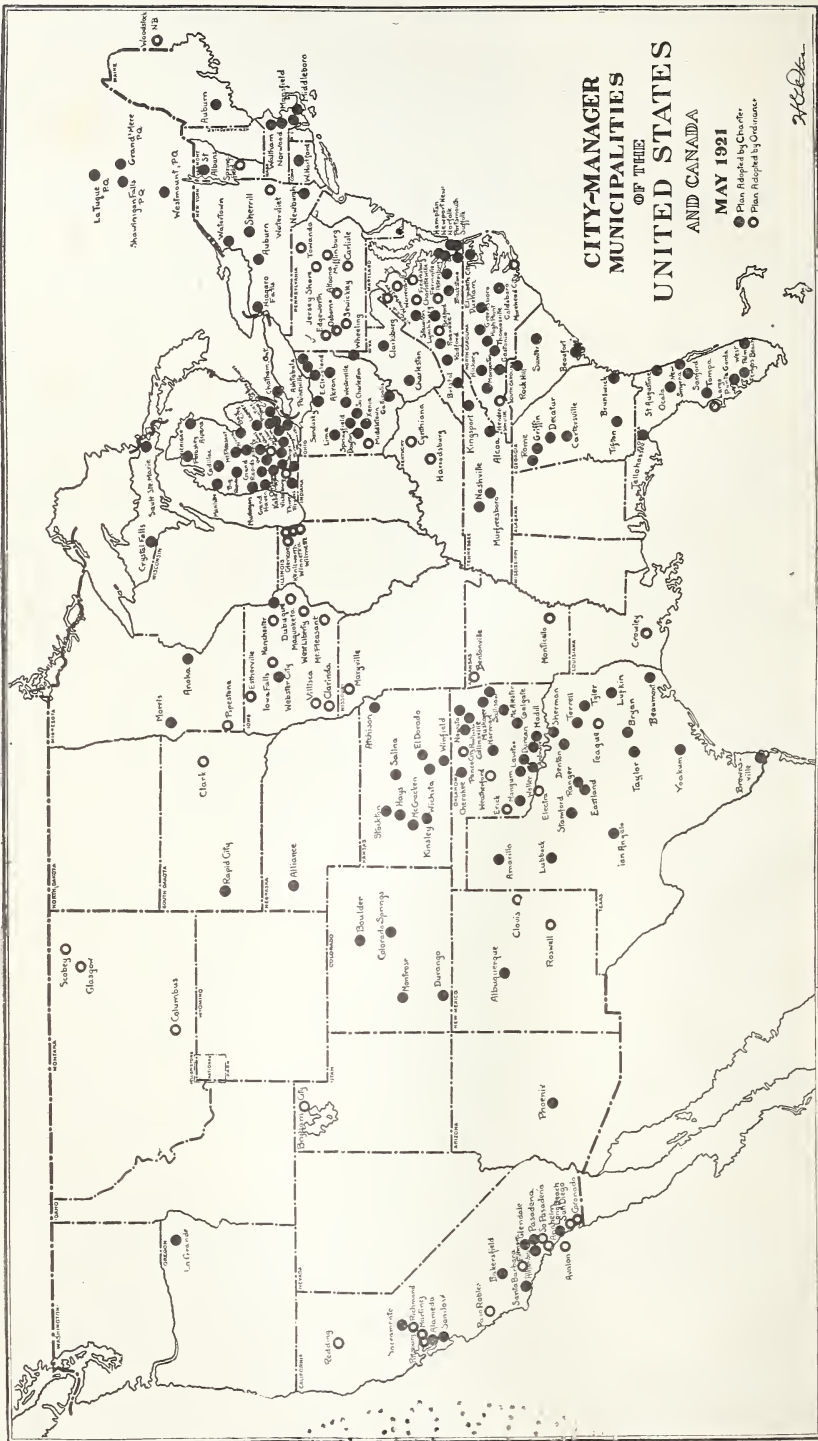
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CITY MANAGERS' ASSOCIATION

HARRISON G. OTIS, Secretary
 City Building
 Clarksburg, West Virginia

W. C. C. C.

MAY 1921
☒ Plan Adopted by Charter
☐ Plan Adopted by Ordinance



THE CITY MANAGER PLAN IN ACTION

By July, 1921, the total number of American municipalities operating under, or pledged to, the city-manager form of government is 245—a net gain of 60 over the number reported a year ago. Of these, 239 are in the United States and 6 in Canada.

Michigan still leads with 30,—a jump of 6. California goes to second place with 7 new cities, making a total of 20. Texas has 19,—as last year and has recently been tied by Oklahoma. Virginia with 18 stands fifth. New England has doubled her former quota within the past 12 months, having 12 at present. Kansas has added 7 and Florida 6. The record for the year 1921 bids fair to show an increase of commission-manager charters, twice as great as for any previous year. Among the larger cities to join the list recently are: Long Beach, Pasadena and Sacramento, California; Colorado Springs, Colorado; New London, Connecticut; Miami and Tampa, Florida; Bay City and Pontiac, Michigan; Durham, and Greensboro, North Carolina; Nashville, Tennessee; Houston, Texas; Lynchburg, Newport News and Petersburg, Virginia, and Clarksburg, West Virginia.

The growth of the movement by years is shown by the following table: Cities which have discontinued the plan,—all but two of them belonging to the “ordinance-only” class,—have been omitted.

Growth of Manager Plan in United States

In Effect	By Charter	By Ordinance	Total
1912	0	2	2
1913	5	3	8
1914	15	4	19
1915	16	6	22
1916	13	5	18
1917	14	2	16
1918	23	10	33
1919	18	10	28
1920	21	15	36
1921 (adopted by June 30, 1921)	45	8	53
1922 (adopted by June 30, 1921)	4	0	4
Totals	174	65	239

	By Charter	By Ordinance	Total
Totals brought forward	174	65	239
Corresponding figures a year ago	123	57	180
Years' Net Gain	51	8	59
Percent Gain	41%	14%	33%

Formerly, the year "1908" headed the list, but last fall Staunton, Virginia, which created the position of general manager by ordinance in January, 1908,—joined the commission-manager class by adopting a modern charter. Similarly 5 other towns which tried the ordinance plan for a while now have charters instead. The mortality of the ordinance-created manager plan continues high, yet in some states, it has been the only means by which cities could secure managers. Again, 10 cities operating under the straight commission plan have passed ordinances authorizing the employment of city managers. This makes a total of 37 former commission cities now on the manager list.

From the following tabulation it will be noted that all but 8 of the 65 towns have managers by ordinance are under 10,000 population:

Population	Over 50,000	20,000-50,000	10,000-20,000	5,000-10,000	Under 5,000	Total
Plan by Charter	14	29	33	49	49	174
Plan by Ordinance	3	1	4	12	45	65
	17	30	37	61	94	239

These figures may create the impression that the manager plan is a small town proposition. The ratio of larger cities is creditable when the preponderance of small towns in this country is considered; more creditable still, when the inertia of public opinion and the opposition of partisan politics in the larger centers of population is realized. Kansas City will doubtless vote soon on the issue a second time and an election in Cleveland is probable this fall. New Haven, Conn., and Montreal, Quebec, have held their first elections on commission-manager charters within the past month or so, and lost. Yet their having voted is significant.

State wide optional laws have been enacted in Indiana and Wyoming recently and in Illinois for cities under 5,000 population.

Managers Promoted 45 Times

As to the city managers themselves there have been several promotions and many salary increases during the past year.

Already there have been 45 cases of men being transferred from the managership of one city to that of another; 9 men have been promoted a second time while 3 have now a fourth city to their credit.

While as a rule the salary of the city manager is small when compared to the compensation the same sort of ability and responsibility receive in private industry, there is a growing tendency to recognize merit in municipal service. Nine cities are now paying their managers \$10,000 or more a year. One, with a population of 115,000, has set the record at \$16,000—which is \$1,000 more than New York City pays its mayor. Another city, in the same state, Virginia, though boasting but 31,000 citizens, is paying \$10,000. A Kansas city of less than 8,000 pays its manager \$7,200. And a little California resort town, credited by the census with but 586 residents, deems its manager worth \$4,800.

Positions in the manager field are eagerly sought. It is quite common for a city to have at least 100 applications, and the little town of Decatur, Ga., announced over 500 candidates last winter, although the population is but 6,150.

In the following stories, gleaned from letters, clippings and reports no attempt is made to summarize even all the high spots in the progress of the city manager movement in the several cities mentioned. Additional data appears in the tables at the back of this issue. The figures in parentheses indicate the population; how the plan was adopted, by charter (C), or by ordinance (o); and the date it became effective.*

ARIZONA

Commissioners Reelected without Opposition

Phoenix, (29,053, C, April, 1914). Manager, V. A. Thompson.

During the past year:

A municipal band stand has been erected in Library Park. The baseball grounds have been fenced and a grand stand has been erected at Lake Park. Street paving costing \$500,000 has been completed. New gravity water supply costing \$1,300,000 has been nearly completed. This ensures an adequate supply of pure, soft water for all purposes. New fire station built, and \$65,000 worth of fire equipment added.

Annexation of ten new additions to city required expenditures of \$450,000 for water extensions, and \$140,000 for sewer system. The people have shown their approval of the year's work by re-electing two commissioners on March fifth this year, without any opposition.

*The City Managers' Association acknowledges and appreciates co-operation of the Sacramento Chamber of Commerce and of C. B. Greene and W. M. Cotton of Dayton, Ohio, to whom it is indebted for much of the information here presented.

C. H. Akers, a publisher, writes:

I am sure that you could not get a business man in Phoenix to go back to the old style of government. Our city manager seems to be the most popular man in this whole town simply because the method, as used by the commission and the manager, is working out with splendid results.

ARKANSAS

Water and Light Income Doubled

Bentonville, (2,313, 0, September, 1915). Manager, F. P. Harris.

"The plan here is very good because the members of the commission and the manager are working in harmony, and during the past several months the manager has been able to save the city a great deal of money through centralized purchasing and keeping a definite check upon city finances," says J. T. McGill, secretary, Chamber of Commerce.

In May, 1921, the city manager advised that the income of the water and light department, of which he had personal charge, had been doubled since new methods had been employed.

Monticello, (2,378, 0, January 1918). Manager, C. C. Remley.

The duties of the manager are limited chiefly to the management of the water and light plants where marked improvements are reported.

CALIFORNIA

Municipal Railway Brings Industries and Profit

Alameda, (28,806, C, May, 1917). Manager, C. E. Hickok.

Equitable assessments have increased the physical and personal valuation by \$3,500,000; and new accounting and budget procedures give proper control over receipts and disbursements. Police put on eight-hour basis instead of twelve hours as before; their salaries increased from \$100 to \$140 per month. Fire department put on full time, two-platoon system instead of part time and call system. Firemen's salaries raised to \$140 per month from \$90. All equipment in fire department fully motorized.

Number of men in engineering department reduced with resultant saving. Increased street maintenance by 100% at same time reducing unit cost. Street department equipment completely motorized with saving of 25% in costs. Three and one-half acres added to park for athletic field.

Baby clinic, milk, dairy and food inspection added to health work. Zoning ordinance operating with universal satisfac-

tion. Built industrial railway which brought to the city two new industries; and the railway is operating at a profit. Electric light plant operated at a profit without increasing rates.

E. C. Soules, secretary, Chamber of Commerce writes: "The city manager form of government has proved a distinct success in Alameda, and is so considered by a large majority of citizens. It is a big factor in the development of the city, lending efficiency, economy and prompt action to all municipal undertakings."

A. F. St. Sure, judge of superior court reports:

The city manager plan of government has proven sound in practice in Alameda. By avoiding amateur executives and clearly fixing the responsibility for executive acts, the business of the city has been transacted with economy, dispatch and efficiency. We have one government, and not many, with an experienced expert at the head, who has been given the power to execute the policy established by the combined judgment of the council. Although executive functions have been centralized, 'one-man power' has not resulted, for the control of the council over the tenure of the manager removes this danger. It is safe to predict that the city of Alameda will never return to the old form of municipal government.

Mr. Hickok follows Charles E. Hewes who has resigned to accept the management of Long Beach.

Beat Contractors' Bids 30%

Alhambra, (9,096, C, July, 1915). Manager, Grant M Lorraine.

"The Alhambra Water Department was operated for 37½% less than the cost of private management, despite increased cost of labor and materials; unequal water service charges adjusted; reduced cost of street maintenance 20% and thus alone saved city \$4100; employment of direct labor saved the city 30% on construction of storm drains and \$4000 on construction of \$30,000 plunge pool and dressing rooms at Alhambra Park," reports R. G. Field, secretary, Chamber of Commerce.

Bond Issue Shows Confidence

Anaheim, (5,526, o, November, 1919). Manager, O. E. Steward.

The manager reports:

People of Anaheim are so well satisfied with commission-manager government that only recently they voted \$100,000 bond issue for purchase of a 'public park. Their lack of confidence in politically chosen officials is best set forth in the fact that this same question was repeatedly rejected by voters during the last ten years.

Resort Town Resorts to Manager Plan

Avalon, (586, o, September, 1919). Manager, A. B. Waddingham.

This tiny town, on the island of Santa Catalina off the coast of California, has but recently incorporated. The manager is a construction engineer and is paid a salary of \$4,800 to put the "city" in ship-shape condition for the reception of the many tourists visiting the island.

Only Friends of Plan Elected

Bakersfield, (18,638, C, April, 1915). Manager, F. S. Benson.

This past year the city not only held expenditures below estimates, but constructed two miles of paved streets and several miles storm and sanitary sewers and curbs, and paid off \$12,000 bonded indebtedness. At election held Mar. 22, candidates for places on the council, pledged to continuance of the manager plan were elected by overwhelming majorities.

C. F. Johnson, secretary, Chamber of Commerce writes:

The city manager plan has been an unqualified success in Bakersfield. It has resulted in more efficient government, with economy in city affairs, and I do not think that the people would for a moment consider going back to the old order of city government.

Zoning Ordinance Enforced

Coronado, (3,289, o, January, 1920). Manager, G. F. Hyatt.

Zoning ordinance put in effect. Accounting system revised. Fire department reorganized, and adequate equipment provided. City operates an ambulance which is much appreciated. All city equipment motorized. New equipment for street construction and repair purchased.

"Things Are Running Right"

Fillmore, (1,298, o, October, 1918). Manager, C. Arrasmith.

The manager reports: "When things are running right there is not much to say."

Water supply has been insured by installation of duplicate pumping unit; system of parks being developed; street paving planned, as well as ornamental street lighting.

Charter Supercedes Ordinance

Glendale, (13,536, o, May, 1914; C, July, 1921). Manager, Thos. W. Watson.

During the last seven years the administrative departments have been operated under the supervision of the city manager's office, created by ordinance. The electors of Glendale adopted a freeholders' charter embodying the city manager plan by a majority of three to one on March 29, 1921. Some \$260,000 has been spent in giving the city an abundant supply of pure water, and for further improvements in this department, the people have voted an additional \$100,000.

The secretary of the Chamber of Commerce writes: "The city manager plan is a success in Glendale. The people are well satisfied."

Commission Form Yields to Manager Plan

Long Beach, (55,593, C, July, 1921). Manager, Chas. E. Hewes.

After several years' experience with commission government, the voters have discarded it in favor of the manager plan. A proposal to revert to the aldermanic system was turned down almost unanimously.

Martinez, (3,858, o, March, 1921). Manager, B. A. Green.

Wm. H. Hanlon, county superintendent of schools writes: "The plan is in every way superior to the old plan."

Wealthy City Adopts Business Plan

Pasadena, (45,334, C, May, 1921). Manager, C. W. Koimer.

This city is credited with more millionaire residents per square mile than any other city in the country. It has just adopted the manager plan by a majority of 1300 votes after several years trial of the commission form.

Paso Robles, (1919, o, April, 1918). Manager, Wm. Ryan.

Every department is working at high degree of efficiency. The municipal bath house is a most valuable asset, patronized by people from all over the world.

More Fines in 18 Months than Previous 16 Years

Pittsburg, (4,715, o, September, 1919). Manager, R. M. Dorton.

The Pittsburg Post states:

The city manager plan is producing results, and nominees for places on the board of trustees, who get the support of this paper, must subscribe

over their signatures, to this plan. Never before has the city been able to go ahead with a definite program. Our board of trustees has but to give an order and the work is done.

F. S. Ramsdell, superintendent of the Pittsburg school district, writes:

The manager plan has proved a pronounced success in Pittsburg. Law is more rigidly enforced; more fines have been collected in the last 18 months than in the previous 16 years of the city's incorporation.

Recreation Featured

Redding, (2,912, o, October, 1918). Manager, E. A. Rolinson.

Recent acquirement of electric system and its businesslike operation, will yield the city a net profit of \$15,000 per year, which in turn will reduce the tax rate.

City Clerk Leslie Engram, who has been in close contact with the city government under both forms states that the manager plan "has given splendid results."

A city park, a camping ground for auto tourists, a baseball field and a swimming resort have been completed.

Richmond, (16,843, o, July, 1920). Manager, J. A. McVittie.

E. J. Garrard, a member of the city council says: "We have appointed as our city manager, our former city auditor, a man who has spent practically all of his life in public service. He is getting along very well indeed."

California Capital for Model Charter

Sacramento (65,857, C, July, 1921). Manager, Clyde L. Seavey.

A model commission-manager charter, with proportional representation, has replaced the former commission plan by a vote of 7962 to 1587. In explaining the failure of the commission plan, Irvin Engler of the chamber of commerce writes:

Almost from the start there was objection to the commission form. The defects of the system, as pointed out in so many instances, were very apparent in Sacramento. Division of authority and responsibility, election of men unqualified by training or experience to executive positions, and extravagance in city affairs, were resented.

Expenses Reduced

San Diego, (74,683, o, May, 1915). Manager, F. A. Rhodes.

San Diego approximates the manager plan by consolidating many departments under the "manager of operations." Reduction of expense is forcefully shown by comparisons: 1914,

(last year before change), \$963,758; 1915, (change made in May), \$825,691; 1916, \$627,319; 1917, \$559,680; 1918, \$608,879; 1919, \$623,879.

Citizens Know Where to Make Complaints

San Jose, (39,604, C, July, 1916). Manager, C. B. Goodwin.

Roscoe D. Wyatt, secretary, Chamber of Commerce, writes:

The city manager system in our city has largely eliminated city politics and the various evils that accompanied the old form of government; it has coördinated the various city departments, making them all more efficient; it has placed responsibility upon one person—the city manager—so that every taxpayer may know just where to go for information or to make complaints. The great majority of our citizens are satisfied that the new form of government, which has now been in operation for more than three years, is a very decided improvement over the old.

“Running Along Smoothly”

Santa Barbara, (19,441, C, January, 1918). Manager, Fred L. Johnston.

C. W. Kirk, secretary, Chamber of Commerce writes: “There seems to be no objection to the city manager plan in Santa Barbara. Everything is running along smoothly.”

Someone “On the Job” All the Time

South Pasadena, (7,648, o, March, 1920). Manager, R. V. Orbison.

The manager reports that there was considerable doubt in the minds of the people as to the need of a manager, and especially one from out of town. This attitude soon changed when the citizens realized there was someone on the job all the time in their interests. The collection and disposal of wastes was reorganized with municipal collection, with marked betterment in service.

Lack of confidence in old form of government caused the people to continually vote down bond issues for water improvements. By establishing a definite program, the new administration was able to carry the bond issue by a large majority. To quote the manager, “The people are beginning to realize that with Service as the main issue, the city manager plan is giving nearer 100% service than is possible with the other forms of city government.”

COLORADO

Woman Councilman Applauds Results

Boulder, (10,989, C, January, 1918). Manager, Scott Mitchell.

Flora McHarg, vice-president of the Colorado Federation of Women's Clubs and a lawyer, writes: "I served on the committee which drafted the city's charter. I am a member of city council and familiar with city manager government. I am unqualifiedly in favor of this plan and unhesitatingly applaud the results obtained here."

Tourist Town Trades Commission for Manager Plan

Colorado Springs, (29,572, C, April, 1921). Manager, A. M. Wilson.

Colorado Springs is another city that experimented unsuccessfully with commission government before adopting the manager plan.

Durango, (4,416, C, March, 1915). Manager, W. H. Wigglesworth.

Montrose, (3,561, C, February, 1914). Manager, J. E. McDaniel.

Both of these cities are converts from the older commission form and seem well satisfied with their present plan.

CONNECTICUT

New London, (25,688, C, October, 1921).

A commission-manager charter was adopted in June by a large majority, chiefly through the influence of the Chamber of Commerce. The first election is to be held this coming fall.

Stratford, (7,000, C, October, 1921).

"A Leader for Civic Betterment"

West Hartford, (8,854, o, July, 1919; C, April, 1921). Manager, B. I. Miller.

After some two years of the manager plan by ordinance, West Hartford has adopted a standard commission-manager charter.

George L. Vannois, president of the Chamber of Commerce writes:

Previous to the adoption of the town manager plan, the affairs of the town were conducted by a board of three selectmen, as is usual in most New England states, the first selectman really doing all the work. This gave rise to the play of petty politics, often to the detriment of the best interests of the town.

We adopted the town manager plan, taking the management out of the hands of politicians and putting the responsibility on one man. In our case the selection of the man was most fortunate. It is safe to say that he has had the backing of every citizen except, perhaps, a few "practical" politicians.

During the past year, when the finances of the town were exhausted, he induced the manufacturers to contribute more than \$12,000 for the laying of a much-needed piece of concrete road. He has worked for the best interests of all sections of the town; he has played no favorites in letting contracts or in buying materials and, though hampered by unfavorable conditions brought about by the war, he has managed to keep our roads in good condition, maintain adequate police and fire departments, and has been a leader in fixing in the minds of the citizens of the town the necessity for civic betterment and high-grade educational facilities.

FLORIDA

Fort Myers, (2,463, C, July, 1921).

Lake City, (5,032, C, July, 1921). Manager, C. E. Hurst.

Miami, (29,549, C, July, 1921).

Punta Gorda, (1,295, C, July, 1921).

These four cities have just joined the manager list, largely on the strength of the excellent showing made by other Florida cities under the new plan.

Largo, (599, o, June, 1913). Manager, W. H. Turner.

For eight years, this little town has had a manager upon whose shoulders falls the task of directing and carrying on personally all the work of the city.

Big Saving First Year

New Smyrna, (2,007, C, January, 1921). Manager, W. R. Patton.

Under the new plan, the city effectively operates its electric light plant and water works, and the saving the first year will amount to at least \$5000. The new police force is making great strides toward cleaning up gambling and bootlegging, and the entire city is manifesting a wonderfully progressive spirit.

Ocala, (4,914, C, February, 1918). Manager, L. B. McKenzie.

A change of managers, which can be quickly brought about under the new plan, has resulted in much improvement.

St. Augustine, (6,192, C, July, 1915). Manager, Eugene Masters.

J. E. Ingram, former city commissioner and vice president Florida East Coast Railroad telegraphs: "City manager government St. Augustine still efficient and satisfactory." First commission was elected by a majority of 7 votes; last election majority was 3 to 1.

No Partisan Politics Now

Sanford, (5,588, C, January, 1920). Manager, C. J. Ryan.

Under the manager plan, the city has converted an operating deficit of \$16,154 into a profit of \$2,854 the first year. Partisan politics entirely eliminated and one commissioner was re-elected last January without opposition. The commissioners include bank president, railroad official, and one of the largest fruit and vegetable growers in Florida, none of whom had ever been identified with politics.

Taxes Reduced; Results Increased

Tallahassee, (6,637, C, February, 1920). Manager, J. W. Greer.

The commission of three, the manager and the clerk, under the present form of government take care of all functions and activities formerly handled by twenty-one men who composed the council and its various boards and administrative officers.

The new manager took over as part of his official duties the direct supervision of the various municipally owned utilities, and did away with salaries amounting to \$605 a month, or more than his own salary. The policy of the city paying its various utilities for services furnished for municipal purposes was abolished, and even with this revenue from the utilities cut off, and without any increase in rates, the profits from these utilities have been increased from \$900 a month to as high as \$3,600 a month. The result has been a net return to the city of \$25,000 from its public utilities.

The tax rate has been reduced from 16 mills to 13 mills. Street maintenance work has been more than doubled, and the equipment put in first class condition. The result is that the dirt streets have all been re-graded, and many of them received this attention for the first time in twenty years. The public park where the utilities are situated has been enlarged by the addition of four acres.

Taxes Lowered 10% in Four Months

Tampa, (51,252, C, January, 1921). Manager, A. W. D. Hall.

The first task confronting the new administration was the entire reorganization of the various departments. The police department has been overhauled with marked success, and approval of the press and citizens in general. The new chief was a major in the war, saw considerable service overseas, and has the confidence of the people. Many of the new policemen are ex-service men, and the entire new force is organized and conducted along military lines. Mr. Hall writes: "Since this organization began work the police judge has had to work nights. The winnings from many crap and poker games have been used to pay fines, and the jail has been full."

A new chief has been appointed in the fire department, and is already getting results which are reflected in increased efficiency. An experienced accountant has been placed in charge of the comptroller's office, and is installing a modern system of accounting and records. The principle of centralized purchasing has been instituted, to replace the former method of anyone buying whatever he thought was needed.

Daily records of costs for street cleaning, garbage collection and such activities are kept, and daily reports required sent to the manager, which is already giving him a better control and is resulting in a reduction in the cost of these activities.

The Tampa Morning Tribune states:

The commission-manager form of government in Tampa has made good the promises put forth by its adherents in the campaign for a change from the aldermanic form, that it would give the city a more efficient government and at the same time save the taxpayers money by lowering the millage.

In operation only four months, with the city manager at work only three months, reduction in "overhead" expenses of various kinds have been accomplished which allows a reduction of approximately 10% or 2½ mills in the millage levied for the new tax year as against the last tax year under the old form of government.

And this is done despite the fact that the publicity tax has been doubled; despite the fact also that \$13,000 more is to be spent on the police department to afford greater protection to life and property, two extra men added to the fire department and \$6,600 appropriated for rebuilding the fire alarm system; appropriation of \$15,000 to pay bills of the old year; \$2,000 for construction of a pleasure boat dock at the foot of Magnolia avenue; an increase of \$13,746 over last year for the Gordon Keller Memorial hospital; \$23,000 for reorganization of the city's health department; \$10,000 for taking up paving certificates which have been outstanding for some time, and other increased expenditures.

In other words, there is a big cut in the millage, yet with all departments of the city government properly provided for.

The answer—system in expenditures and the lopping off of useless expense.

Elaborate Park and Auto Camp

West Palm Beach, (8,659, C, December, 1919). Manager, Karl Riddle.

West Palm Beach is largely supported by tourists, and much of the city's activities cater to the tourist and at the same time render service to the permanent resident.

Construction and operation of one of the finest public parks in the country, with free band concerts by Harold Bachman's "Million Dollar Band," is one of the principle accomplishments. A free auto camp is also provided, with filtered water, complete sanitary conveniences and shower baths.

GEORGIA

City Securities Sold to Citizens

Brunswick, (14,413, C, January, 1921). Manager, W. N. Gramling.

The first problem was to establish the city's credit, which was done by selling \$100,000 issue of city consols at par, the entire amount being bought by residents of the city. Operating expenses have been reduced about 15%, and by centralizing purchases, a saving of approximately 20% has been realized.

The general public is already realizing that the government which puts one man in charge of the administration, and makes him responsible, is much more productive of results, and therefore more satisfactory. When the campaign was on for the adoption of the charter, the two newspapers were divided on the question. After three months trial they are both solidly back of the new government.

Fire Insurance Rates Lowered Thrice

Cartersville, (4,350, C, August, 1917). Manager, Abram Cook.

By building 17 miles of sewers with city labor, the cost was less than \$70,000, whereas the lowest contractor's bid was over \$100,000. The fire insurance rates have been lowered three times because of proper fire regulations and their enforcement, modern equipment, and a plentiful water supply. Public sentiment is entirely in favor of the manager form, commissioners being reelected without opposition.

Public Health Work Stressed

Decatur, (6,150, C, January, 1921). Manager, P. P. Pilcher.

The manager writes:

The problem in Decatur at the present time is more a problem of service than money saving, several of the departments having been allowed to deteriorate, in service and in condition. Reorganization has progressed satisfactorily up to the present time, and the police, fire and health departments particularly, have been put on a much better basis. The health department has been reorganized completely, new equipment and new methods have already been installed, and health ordinances are being put in shape with the assistance of the state department of health. The budget this year will be the largest probably in the history of Decatur, and yet, it is expected that this year's program will be carried through without an increase in the tax rate."

The Chamber of Commerce of Atlanta reports in their "City Builder" that the new government "is working beautifully; and today, were an election held, it is doubtful if as many as a score of citizens would vote in favor of reversing the action taken."

Griffin, (8,240, C, December, 1918). Manager, E. P. Bridges.

W. B. Royster, manager, board of trade, writes:

Griffin feels very proud of what has been accomplished under the city manager plan of government.

Rome, (13,252, C, April, 1919). Manager, Sam S. King.

Tifton, (3,005, C, January, 1921). Manager, W. T. Hargrett.

Both of these cities seem to be settling down to steady progress. Rome's manager was recently reappointed by the new council.

ILLINOIS**Seven Years of Success**

Glencoe, (3,295, o, January, 1914). Manager, H. H. Sherer.

The manager reports:

Solved our teacher housing problem by converting a dilapidated hotel building into a home for teachers, with a tea room serving teachers and others as well, paying the carrying charges on the building; completed our seventh consecutive year paying all obligations while reducing our indebtedness to \$10,000 with a bonding power of \$130,000; passed a zoning ordinance and building ordinance; formed a plan commission which expects to complete within the coming year the ordinary features of a city plan as well as a complete study of grade separation of our railroads.

Secured \$15,000 county aid in construction of one of our main thoroughfares; codified our ordinances; took over our garbage collection from

hands of contractor reducing the number of complaints from 163 in one month to two complaints in corresponding month this year;

Made a 100% test and cleaning of service water meters. We run the village, which has doubled its population in seven years, with the same number of employees as were on the payroll at the time city manager plan was adopted eight years ago.

Chicago Suburb Breaks "Crime Wave"

Kenilworth, (1,188, o, September, 1920). Manager, F. L. Streed.

The first work undertaken was the collecting of records, installing modern business methods and planning a program of improvements. During the recent "crime wave" every household was provided with a police whistle and special patrols were paid for by popular subscription.

Wilmette, (7,814, o, October, 1918). Manager, C. C. Schultz.

Municipal utilities continue to show marked improvement under the manager plan.

Public Utilities Made Profitable

Winnetka, (6,694, o, January, 1915). Manager, H. L. Woolhiser.

During the year 1920 the village published a deluxe edition of the report of the village plan commission for distribution to every resident. Plans were completed for a filtration plant to supply Winnetka and Glencoe, which will cost \$150,000. A zoning ordinance has been prepared, and is ready for public hearings.

An increased demand of 30% in electric current has been met, and the unit coal consumption at the same time reduced to 50% of that in 1915. The capacity of the electric plant is being increased out of earnings of the plant, while a fund of \$65,000 for depreciation has been invested in government securities.

Complete harmony and satisfaction apparent after five years of managership.

INDIANA

Michigan City, (10,457, C, January, 1922).

Michigan City is the first Indiana city to adopt the manager plan as authorized by the last state legislature.

IOWA

Community Club and Municipal Theatre

Clarinda, (4,511, o, April, 1913). Manager, Henry Traxler.

The Community Club organized through the efforts of the manager, continues to keep the various factions of the city in-

terested in each other's problems, and thus coöperating for the good of all.

A new water works has been operated very successfully, and all of the city utilities are now on a paying basis. The municipal theatre is proving a very successful activity. The city tax rate has been reduced 5 mills and a further reduction is contemplated this fall. The general attitude of the citizens is entirely in favor of the manager plan, and many wonder how things operated under the old wasteful scheme. The manager writes: "I wish to state that I still lay claim to having in charge the cleanest small town in the U. S."

Labor Backs New Plan

Dubuque, (39,141, C, June, 1920). Manager, O. E. Carr.

The new government faced a floating debt of \$250,000 and outstanding accounts aggregating \$100,000. The state auditor reported \$550,000 in delinquent taxes due the city. These facts required retrenchment as the first act of the new administration. Consequently, the monthly payroll was reduced at once by combining offices and dismissing unnecessary employees.

Because of the common aversion to buying tax titles, a corporation was formed with a capital of \$300,000 authorized, for the purpose of buying tax titles at the annual tax sale. With plenty of publicity it was found that \$150,000 of the delinquent amount was paid in before the tax sale.

Without any new rules or regulations other than the enforcement of existing ordinances, the receipts from dog licenses amounted to \$2,200 as compared with \$47 in 1919. Unused material and equipment has been sold for \$2,000. An old fire hall has been converted into a municipal garage. The street equipment is being motorized, and a modern steam heating plant has replaced 15 stoves in the city hall. Some 2,500 square yards of bituminous macadam was laid by city forces at a cost of \$1.20 per yard.

The commission-manager charter was carried chiefly through the efforts of labor organizations, and of the five councilmen, two are acknowledged labor leaders. Since the plan is operating, all interests are in favor of it, business and labor, and the three newspapers. Mr. Carr is now holding his fourth position, having previously been manager at Cadillac, Michigan; Niagara Falls, New York, and Springfield, Ohio.

Maquoketa, (3,111, o, June, 1920). Manager, Guy O. Morse.

Mr. Morse is working under a grant of the legislature allowing the council to give the manager such powers as they

desire, and they may decrease or increase the scope of the manager's field at will. He has been given charge of the water works, sewers, general sanitary administration, etc.

Mt. Pleasant, (3,987, o, April, 1916). Manager, T. W. McMillan.

Very little has been required in the way of improvements, except that the capacity of the electric light plant has been doubled by the addition of a new unit. The lines have been extended about 15 miles in order to serve about 50 families in the vicinity of Mt. Pleasant. Water extensions have been made in order to give all parts of the town adequate fire protection.

Waterworks Income Increased 40%, Expenses Cut 60%

Villisca, (2,111, o, May, 1919). Manager, W. J. Oviatt.

Over \$150,000 expended in street paving, with thirty-two blocks of paving completed. Waterworks revenues have been increased 40%, while operating expenses have been decreased 60%. An addition has been built to the pump house, and new machinery installed. Sewer extensions are planned for this year.

Taxes and Debt Both Reduced

Webster City, (5,657, C, October, 1916). Manager, G. J. Long.

The efficiency of the administration in Webster City is reflected in the tax rates which have been as follows:

Before	After
1912—51 mills	1916—41 mills
1913—54	1917—40.5
1914—51.5	1918—37
1915—49.5	1919—38
Average 52.5 mills	1920—36
	1921—34

During this period since 1915, when the commission-manager charter became effective, the tax rate has steadily declined, and the assessed valuation has increased only \$1,500. The comparison is even more significant when it is remembered that the period since 1915 has been one of rising costs. During this same period, the rate for electric current from the municipally owned electric light plant has been decreased from 10 cents per KWH to 6 cents per KWH. Even with this low rate the utility has been able to make improvements out of operating revenues to the extent of about \$70,000. The water works system has been added to by the addition of new wells

and pumping machinery, at the same time the distribution has been extended by the addition of new mains. Waterworks bonds have also been reduced by payments made from waterworks revenues.

The municipal cemetery has been enlarged by the purchase and improvement of forty acres adjoining the original plot. The net result of these various decreased costs and services has been that the total obligations of the city on March 1, 1920, amount to 30,244. The obligations on March 1, 1915 were \$101,957.

The manager writes that the pride in the achievements of Webster City is more that the tax payer has been given a full return for his dollar of taxes than that the various rates have been decreased. The people of the city appreciate the good accomplished by the manager plan, and those who at first opposed the new scheme have finally given in to the new order of things, and even the politicians have finally incorporated a manager plank in their platform when proposing candidates for the commission. They recognize the demand of the people for that form of government.

West Liberty, (1,834, o, April, 1920). Manager, C. J. Mackey.

During the first two months of the new manager's term, the water and light collections amounted to \$952 more than during the same months in 1919. This amount of excess will nearly pay the manager's salary for six months.

Other Iowa towns having city managers are:

Estherville, (4,699, o, May, 1919). Manager, F. G. Connelly.

Iowa Falls, (3,954, o, May, 1914). Manager, J. O. Gregg.

Manchester, (3,111, o, May, 1916). Manager, Thos. Wilson.

KANSAS

Seven of Kansas' 11 city manager municipalities have adopted their charters within the past 12 months:

Atchison, (12,630, C, May, 1921). Manager, Bert C. Wells.

Belleville, (2,254, C, May, 1921). Manager, W. M. Slopansky.

Kinsley, (1,986, C, May, 1922).

St. Marys, (1,321, C, May, 1921). Manager, W. E. Miller.

Salina, (15,085, C, May, 1921). Manager, Fred W. Sefton.

Stockton, (1,324, C, May, 1921). Manager, S. S. Smith.

Winfield, (7,933, C, May, 1921). Manager, W. J. Welfelt.

A Municipal Boys' Band

El Dorado, (10,995, C, July, 1917). Manager, J. E. Caton.

Bert C. Wells who served as manager for four years before being "promoted" to Atchison, reports:

During the year 1920 the city built by day labor a modern and complete activated sludge sewage disposal plant, designed by the manager; two units were added to the water works filtration plant; a dam was built across the Walnut River to increase the supply, and several pipe line extensions were made.

Contract let and work started on \$100,000 memorial auditorium. Maintained a municipal boys' band of 35 pieces. Seven blocks of pavement have been constructed, and sewers costing \$60,000 have been completed. The health department has been strengthened, so that there are now two trained nurses, a sanitary officer and a venereal disease clinic.

The tax rate has been lowered seven-tenths of a mill this year. As the manager acts as city engineer, superintendent of the water works and purchasing agent, the salaries paid to these officials have been saved. Considerable savings have been effected by doing most of the construction work by day labor.

Streets in Best Condition Ever

Hays, (3,165, C, May, 1919). Manager, A. W. Seng.

The finances are in better condition than for many years, and it is expected to pay off the last of the bonds, inherited from "political" government, during the year 1921. Many improvements have been made, but the costs have been met from taxes, and not by additional bonds. The electric light plant has been improved, the lines have been practically rebuilt, the transformer capacity has been increased and locations changed so the consumers now have ample power. At the same time the line losses have been decreased from about 17% to 8%. The waterworks is giving universal satisfaction, and for the first time there has been an abundant supply for the entire year without interruption.

A neglected playground has been improved, with more work contemplated. The city's streets are in the best condition known to the city. More construction work is in sight, as petitions are coming in for street improvements. About 5,000 feet of sewer laterals are contemplated. At a recent caucus for nominating a candidate for the commission, the outgoing Commissioner was chosen without opposition.

The president of the Chamber of Commerce comments:

The city manager plan is giving general satisfaction here. The affairs of the city have been put upon a business basis, and a gradual reduction in the tax rate is in sight. We believe it is the best form of municipal government.

McCracken, (491, C, May, 1919). Manager, L. L. Ryan.

McCracken shares with Grosse Pointe Shores, Michigan, the distinction of having less than 500 population, and employing a full time manager.

Plan Responsive to Wants of People

Wichita, (72,217, C, April, 1917). Manager, Earl C. Elliott.

General satisfaction is expressed with the workings of the manager plan in Wichita. The secretary of the Board of Commerce writes:

Wichita has now had about four years' experience under the city-manager form of government. The plan has eliminated politics from the city government; has developed greater efficiency in service; is more economical as to administration; affords an opportunity for more wholesome, healthy and moral social conditions, and is much more responsive to the wants of the people. It is an ideal business form of government, as it carries out all the sound, well-established principles that govern modern business.

KENTUCKY

Kentucky's two representatives on the list are small towns which have created the position of manager by ordinance only, as the state has not yet adopted legislation permitting referendum on manager charters.

Cynthiana, (3,857, o, December, 1915). Manager, J. J. Curle.

Harrodsburg, (3,765, o, January, 1921). Manager, L. M. Van Arsdale.

LOUISIANA

"Phenominal Success" in Six Months

Crowley, (6,108, o, September, 1920). Manager, J. O. Herpin.

W. H. Moore, manager of the Chamber of Commerce writes:

Mr. Herpin took charge of the office in September, 1920. At that time, the city had no credit, no funds, no improvements had been made for a number of years. The city was over-run with weeds, and had very little drainage. The municipal light and water plant was in a dilapidated condition, frequent break-downs occurring and the plant showing a monthly loss of approximately \$1200. It was almost useless to appeal to the council for improvement, because of the lack of funds and the enormous expense of maintaining the plant.

After six months, under an efficient city manager, only those who experienced conditions before the adoption of this plan, can appreciate the phenominal success and achievement attained. Today, we have a re-established credit, a neat surplus in the banks, 20 miles of graded

streets, ditches all cleaned, with the very best of drainage. The electric light and water plant repaired, old engine put in first class condition and operation and the city now showing a monthly surplus of approximately \$2000.

At the last meeting of the council, by a unanimous vote, the mayor was authorized to issue on the excess revenues of the city, \$100,000 worth of bonds, for repaving Parkerson Avenue, the principal thoroughfare; installation of a 500 kilowatt steam turbine unit in the electric light and water plant, and the re-wiring of the entire city.

MAINE

Attempts to Nullify Manager Plan Defeated

Auburn, (16,985, C, January, 1918). Manager, H. J. Cook.

The manager writes that during the year 1920:

Over 2,000 lineal feet of brick paving constructed. Practically the same amount of bituminous macadam. Sixty-six hundred feet of cement concrete sidewalks. One of the old school buildings was converted into a convenient city hall at a cost of \$12,000. A full time health officer has taken over the duties of the board of health. A garbage removal system was installed. A municipal blacksmith shop was started. A reduction of \$11,500 in the bonded debt was effected. Amendments to the city charter which would have nullified the manager plan were decisively defeated at the last session of the State Legislature.

MASSACHUSETTS

Manager a Busy Man

Mansfield, (6,255, C, February, 1921). Manager, E. R. Conant.

The new administration is starting off smoothly under the guidance of Mr. Conant who served as government and city engineer at Savannah, Ga., for many years and was formerly president of the American Society of Municipal Improvements.

L. J. Griffin, secretary of the Chamber of Commerce writes:

Our city gets back one dollar for every 100c invested. Not readily can so profitable an investment in civic affairs be reported. We constantly observe changes which make for the improvement of our city. Our manager is busier than the proverbial long-haired dog with fleas.

Middleboro, (8,543, C, February, 1921). Manager, Harry J. Goodale.

A town manager charter was adopted last November by a vote of 906 to 253. The board of selectmen, elected in January have appointed as manager, Mr. Goodale, who was at the time superintendent of public works at Attleboro, Mass.

Foresight and Business Methods Pay Big

Norwood, (12,627, C, January, 1915). Manager, Wm. P. Hammersley.

A new source of water supply has been located within one-fourth mile of the pumping station, and will be put in service this year, so that the town will have sufficient water for a growth of at least ten years. The light and power plant produced a net profit of \$26,000 for the year, and consumers were also saved a total of \$37,000 because of a carefully prepared contract with the company supplying the city with current wholesale. The city was able to have the car service between Boston and Walpole continued by installing an additional generator set, and supplying the street railway company with the necessary current. The transaction nets the city a substantial sum on its investment.

More Improvements than in Decade Before

Waltham, (30,891, C, January, 1918). Manager, Henry F. Beal.

To quote one of the Waltham papers:

With everything against the smooth operation of the new charter in unsettled conditions, rising prices for materials and labor, with public work suspended for more than a year by order of the Federal Government and because of scarcity of materials, the city has yet accomplished more in the way of improvement than in a decade previous, without an increase in the tax rate comparable with the increase in the large majority of the cities of the state.

Stoughton, (7,390, C, January, 1922).

MICHIGAN

"System Most Satisfactory"

Albion, (8,354, C, January, 1916). Manager, E. J. Mallory.

"Commission-manager government completely eliminates politics. During the past year we not only lived within revenues, but operated city along definite business lines, and find the system most satisfactory," says H. H. Sheldon, secretary, Chamber of Commerce.

Fire Loss Lowest on Record

Alpena, (11,101, C, April, 1916). Manager, W. E. Baumgardner.

The manager reports that the waterworks is being placed on a paying basis by metering supplies, repairing the mains,

and by more economical methods of pumping. The health of the community was further safeguarded by adding a second chlorinator. A complete survey of the water system was made, and resulted in finding additional connections to those known to the extent that about \$1,500 annual revenue will be added to the receipts.

The fire loss in 1920 was the lowest known in the city, the number of alarms being less, and most of the calls being for small fires. Police activity was reflected in increased arrests and receipts from fines. Over 11,300 square feet of concrete sidewalks were built at a cost of 23.7 cents per square foot. Considerable work was done towards getting the streets in better condition, and some work was done in contemplation of paving the next year.

The health of the citizens was looked after by daily analyses of the water, frequent inspections of milk food, and careful attention to contagious disease by a health officer and sanitary officer.

Expert Advice in Choosing Manager

Bay City, (47.554, C, April, 1921). Manager, H. W. Stickle.

A third election for adoption of the manager plan was carried last November by a majority of 1733. More than one hundred applications for the position of manager were graded on a percentage schedule. The five candidates ranking highest were invited for conferences and quizzed by three citizens called in by the council because of their success in choosing men for their own industries. Their advice lead to the appointment of Col. Stickle.

City Saves by Doing Own Work

Cadillac, (9,734, C, March, 1914). Manager, Geo. Johnston.
The manager reports:

During the year 1920 the following improvements were made: Repaired 1000 feet of Long Bridge by renewing floor and stringers; constructed 6300 lineal feet of curbs and gutters; 7850 square yards brick pavement; 7500 feet sewers; resurfaced one-half mile of gravel road; surface treated 17,000 square yards bitulithic pavement and 10,000 square yards macadam pavement. All work was done by the city under the day labor plan which has proved very satisfactory here.

The local editor writes:

I am sure that the people of our city regard with almost unanimous favor our present city manager, for of government. It is more economical; results come quickly; responsibility is fixed; and it soon gets the business affairs of a city away from politics.

No More Borrowing

Crystal Falls, (3,394, C, April, 1918). Manager, J. H. Sanders.

Comment by the county treasurer would indicate that the manager plan has been a complete success in Crystal Falls.

He says:

Crystal Falls has been under the manager plan for about three years. Before the institution of this form of government we suffered an unwieldy council to manage our affairs under an unbusinesslike arrangement that excluded any possible chance of improvement. Since the institution of the new form of government the results have been astounding. I do not believe there is a resident of the city who is not satisfied with the new form of government.

The manager reports:

The city has passed through the second year of manager government, and the second in the city's history when it was not necessary to borrow money in anticipation of taxes. The tax rate has not been increased; the electric and water rates have remained the same; no bonds have been issued, and notwithstanding the increased costs more work has been done than in previous years. The city also retired \$7,000 bonded indebtedness.

Daily water tests gave a control on the water supply, and a liquid chlorinator insured pure water.

A band concert and street dance is held once a week for the summer weeks and a municipal ice rink maintained during the winter. A community club has been organized.

Surplus Instead of Deficit

Eaton Rapids, (2,379, o, October, 1913). Manager, P. T. Mitchell.

During the past year, progress is summarized by the manager:

Installed new water station at cost of \$16,000,—automatic electric driven pumps,—capacity 600 gallons per minute. Laid 2600 feet of sewer. Deficit of \$3000 in electric department three years ago, changed to cash surplus of \$6,000; all bills paid and \$13,000 of new machinery added. This was accomplished by using water power to generate current.

Lake-side Park Secured

Grand Haven, (7,224, C, April, 1915). Manager, Paul R. Taylor.

About one mile of concrete paving was constructed, improving some of the principle streets of the business section and making it possible to drive close to the lake front and the sewer system has been extended. The city purchased nine acres on the shore of Lake Michigan, and donated the tract to the state park commission, which will improve the grounds as a park, providing parking room for about 700 automobiles.

There will be a pavillion, bath houses, and playground apparatus. The need for more water for the city has been met, and the water service has been improved.

The general attitude of the citizens is in favor of the government, and there seems to be no attempt or even comment about returning to the old plan.

Citizens League Votes "Supreme Confidence"

Grand Rapids, (137,634, C, March, 1917). Manager, Fred H. Locke.

A non-partizan organization has made an investigation of the workings of the government after its four years of operation. The report states the new government has accomplished much in construction and improvement of the city services. The purchasing department showed a saving of over \$70,000 on nine articles alone, and of some \$39,000 on alum and lime filtration. \$12,673,460 was added to the tax rolls by the city assessor. The work done in fire prevention is also praised, as is the activity of the police department in apprehending criminals, and in crime prevention. The report concludes with this endorsement:

In view of these accomplishments the Citizens' League in annual meeting hereby voices its appreciation of the work done by the commission, manager and departments, its supreme confidence in the form of government, and promises its co-operation to help secure still better results in the future.

Provide Community Recreation

Grosse Pointe Shores, (400, C, June, 1916). Manager, Clyde Hum.

H. N. Kennedy, retiring manager, reports a further decrease in the water rates of 10%, in addition to the first cut of 33%. A deficit was changed to a balance in spite of the fact that all policemen and firemen were given over 50% increase in salaries, and the number of men increased over 50%.

Built pier 1,300 feet long into Lake St. Clair, and dredged harbor 12 feet deep for yachts. Community building used for meetings of athletic club, Boy Scouts, school societies and for weekly dances. Baseball diamond and tennis courts are maintained, in addition to a well equipped school playground.

New Fields of Service Developed

Jackson, (48,374, C, January, 1915). Manager, E. C. Meyfarth.

The year 1920 brought Jackson a need for greater recreation; more and cheaper potatoes, fish and coal; a shortage of

men for the police and fire departments and a difficult gas situation. By changing the Sunday band concerts to an evening during the week, street dances were held with an average attendance of over 5,000. Potatoes were bought by the carload from the producers, and sold at cost. Fish were supplied in much the same way, and the coal shortage was met by purchasing and developing nearby coal fields. When the gas company was granted an increase in rates, daily tests were made with a calorimeter to be sure the quality of the gas met with the requirements of the franchise.

Popular indorsement of the government is reflected by a heavy vote in favor of a bond issue for \$521,000 for permanent improvements.

A. W. D. Hall who resigned as manager in January to accept a similar position at Tampa, Florida, reported: "City's net debt reduced \$56,000 last year; paid off floating debt of \$20,000; did not increase the tax rate."

Another Year of Progress

Kalamazoo, (48,487, C, June, 1918). Manager, C. L. Miller.

During the years before the commission-manager charter took effect, the city councils had kept the tax rate down for political reasons, with the result that the city had suffered because of this false economy. The new government has built up a capable, efficient organization, and has secured remarkable results. Some of these may be briefly mentioned as follows:

Preliminary work started on city plan; revision and compilation of all ordinances undertaken; established complaint and suggestion bureau; rehabilitated sinking funds with \$66,000 from taxes, this deficit had been growing for years; reduced city's bonded debt by \$178,000.

Added nine additional policemen and two policewomen; police salaries raised from \$85. per month to \$148; new combination patrol and ambulance put in service; detective bureau organized and successfully operated; criminal identification bureau added; motorcycle squad for traffic work inaugurated; eight firemen added to fire force, and firemen's salaries increased the same as policemen; seven new pieces of motor fire apparatus added; fifty fire alarm boxes added, doubling the system.

Increased funds and forces for street cleaning and dirt street maintenance, erecting large warehouse and garage at city yards; put \$75,000 in 1921 budget for pay-as-you-go policy on public improvement work, heretofore paid for by bond issue.

Changed policy so water department now pays its own bonds and interest, and makes its own extensions, charging the city for all water services; added over \$100,000 of improvements in last three years out of revenues; reduced water department bonded debt by \$31,000; changed ornamental lighting system from five-light cluster to single-lige unit, in accordance with plans and authorization of former utilities commission; increased efficiency of light plant by securing commercial power users, thereby gaining a new industry for the city.

Conducted municipal coal yard on cost basis; increased public nursing staff from one to seven; added another sanitary inspector; created bureau of forestry; added over forty acres of park and playground system; started recreational program.

Harry H. Freeman served as manager until July, 1921.

Emphasize Safety, Health and Welfare

Muskegon, (36,570, C, January, 1920). Manager, I. R. Ellison.

Among the changes brought about the first year are:

The departments reorganized with a higher standard for both policemen and firemen; the firemen, given every fourth day off instead of every seventh day,

A sewer contract had been let at a cost of \$78,000, but when the system was redesigned, the same service was given at a cost of less than \$48,000; a building inspection department started, which has been self-supporting; comprehensive plans being drawn up for water, sewer and sewage disposal for a city of 150,000 population; all water services being gradually metered.

A new pumper added to the fire equipment; regular fire drills and school for instruction of the firemen, resulting in increased efficiency; the fee system changed so all fees collected by city employees are turned into the city treasury; a department of public health and welfare started; all purchasing centralized, with a full time purchasing agent in charge instead of any employee purchasing whatever was needed. By an ordinance, speeding is made a local offense, and about \$6,000 added to the annual revenues.

The new government inaugurated a venereal disease clinic, rigid milk inspection, daily water analysis, better sanitary inspection, garbage and waste disposal, infant welfare clinics, employment bureau; took advantage of the city exemption from war tax, making an annual saving of about \$4,000. Property which had been exempted from taxation without any legal reason was put back on the tax rolls. Daily tests of the gas supply resulted in increasing the B. T. U. 100 points. A modern accounting system has been installed, coupled with a budget. Found 36 pieces of owned property on which the city had been paying taxes, and discontinued the practice.

Cost of Government Lowered 20%

Petoskey, (5,064, C, April, 1916). Manager, J. Frank Quinn.

By combining the positions of city manager and secretary of the chamber of commerce, there has been established the closest cooperation between the two. This has been extended by making the federation of women's clubs an auxiliary of the chamber.

Police and fire departments have been made the most efficient in the city's history. The street department has accomplished greater results, and other activities have been performed more efficiently. The cost of government was 20%

lower than in the preceding year when the office of the city manager was vacant. The manager writes: "Petoskey is flourishing under city manager government, notwithstanding the fact that revenue received from taxes has not increased in a decade."

Big Program for Small City

Plymouth, (2,857, C, December, 1917). Manager, Sidney D. Strong.

The manager reports that the greatest need of the village,—an increased supply of water,—is being taken care of by the construction of a two million gallon covered concrete reservoir and the addition of new pumping units. A start has been made toward metering all services. A large storm sewer has been constructed; 9,500 sq. ft. of sidewalk laid; a half-mile of gravel road built; new ornamental street lighting installed.

Quick Start Made at Pontiac

Pontiac, (34,273, C, November, 1920). Manager, Irving C. Brower.

The manager reports that purchasing has been centralized; an electrical department organized which handles police and fire alarm telegraph systems in addition to general inspection work, licenses, etc. The health department has established clinics for the treatment of tuberculosis, venereal diseases, eye, ear, nose and throat cases, and for pre-natal work. Police and fire department employees now have special physical instructions. General street lighting has been greatly bettered by cleaning all fixtures. Thorough study started of water pumping with idea of reducing costs by increasing efficiency. Complete mapping of city started.

Not One Complaint of Plan

Portland, (1,899, C, January, 1919). Manager, F. L. Jenkins.

The plan continues to give general satisfaction. Questions are decided promptly instead of being hashed over, considered and then tabled as under the council-committee plan. After two years of operation the manager says he has not heard one complaint of the plan.

Commercial Association Endorses Plan

Sault Ste. Marie, (12,096, C, December, 1917). Manager, Henry A. Sherman.

Extensive improvements made to pumping facilities by installation of electric driven pumps; the old steam driven

units being retained for emergency; 42,000 square feet of sidewalks, and 23,500 square yards paving completed; established patrol system for street maintenance; complete sewer and drainage system survey started; increased efficiency of street department by addition of motor equipment costing \$15,000.

The secretary of the civic and commercial association writes:

From our experience the city manager form of government is businesslike, and for that reason much superior to other forms. The efficiency of the city manager form is largely dependent upon the personnel of the commission and the ability of the manager, but, regardless of this, the government of the city will be superior because of the plan itself.

“Completely Eliminated Politics”

St. Johns, (3,925, C, August, 1918). Manager, T. H. Townsend.

Fred C. Burke, clothier, says:

Our city manager is a local resident; have to conscript men to serve as commissioners; have completely eliminated politics; system is an improvement over the old plan, and all public services have been greatly improved.

Son Follows Father Into Manager Profession

Sturgis, (5,995, C, April, 1921). Manager, Ralph D. Ballew.

Mr. Ballew is the first son of a former city manager to enter the new field, his father, J. W. Ballew, having served as city manager at Hickory, North Carolina, some years ago.

Within the first month, the new administration is credited by the papers with having “found” \$4,400 that was due the city and had not been turned in.

Other Michigan cities and their managers are:

Alma, (7,542, C, May, 1919). Manager, W. E. Reynolds.

Benton Harbor, (12,227, C, July, 1921).

Big Rapids, (4,558, C, April, 1914). Manager, Dan H. Vincent.

Birmingham, (3,694, C, April, 1918). Manager, Wm. H. Brown.

Lapeer, (4,723, C, May, 1919). Manager, Charles Hubbard.

Manistee, (9,690, C, May, 1914). Manager, John Shields.

Mt. Pleasant, (4,819, C, March, 1921). Manager, C. H. Peterson.

Otsego, (3,168, C, May, 1918). Manager, O. G. Bacon.

Royal Oak, (6,007, C, May, 1918). Manager, P. H. Beauvais.

Three Rivers, (5,209, C, April, 1918). Manager, O. O. Johnson.
Vicksburg, (1,946, o, October, 1920). Manager, Thos. E. Cloney.

MINNESOTA

Anoka, (4,287, C, April, 1914). Manager, Henry Lee.

The manager writes: "My greatest achievement this year has been to keep this office out of politics."

Columbia Heights, (3,000, C, August, 1921).

A residential suburb of Minneapolis.

Morris, (2,320, C, January, 1914). Manager, Frank J. Haight.

Program for the year includes a new city building, a new park centrally located, street improvements by sewerage, curbing and constructing sidewalks. The city building is to have a large room for the use of the American Legion, with cases and racks for souvenirs. Plans are being prepared for improving the water works system. The sentiment of the citizen is still strongly in favor of the plan.

Tax Rate Reduced; Improvements Increased

Pipestone, (3,325, o, May, 1917). Manager, V. H. Sprague.

Tax rate reduced for 1921. Bonds issued: \$125,000 for improvements in water works station; \$90,000 for new paving; memorial hospital started. New city park located at birthplace of Longfellow's "Hiawatha." Called \$13,000 bonds before maturity, thus saving interest.

MISSOURI

Maryville, (4,711, o, April, 1919). Manager, F. P. Robinson.

Maryville has a commission charter but the three commissioners have appointed the mayor, who is one of their number, to the position of manager.

MONTANA

Bozeman, (7,000, C, August, 1921).

This is the first city in the state to adopt a commission-manager charter.

Three small Montana towns have managers whose positions and powers are provided for by local ordinances. They are:

Columbus, (987, o, November, 1918). Manager, Harry P. Schug.

Glasgow, (2,059, o, July, 1916). Manager, Harvey Booth.

Scobey, (1,170, o, January, 1920). Manager, Roy N. Stewart.

At Glasgow, according to the secretary of the chamber of commerce: "The manager plan has proved very satisfactory. It eliminates all dissatisfaction by removing the cause."

At Scobey, the manager has started in by a complete audit of city's finances and installation of modern accounting methods.

NEBRASKA

Alliance, (4,591, o, August, 1919; C, April, 1921). Manager, N. A. Kenimish.

Alliance attempted the manager plan by ordinance for about a year but gave it up because of conflict of opinion and duties between the mayor and the manager. Now a regular commission-manager charter clearly defines the several positions.

NEW MEXICO

City on Sound Financial Basis

Albuquerque, (15,157, C, January, 1918). Manager, James N. Gladding.

The Albuquerque Journal of June 2nd, 1921, calls attention to progress made the past year:

Bills are being paid promptly on the first of each month. The city began the year 1920 with a deficit and ended with a surplus, all outstanding debts have been paid promptly. The bonded indebtedness has been reduced, despite the fact that this includes some bond issues for which proper provisions were not made in administrations as far back as 1901.

Funding warrants, issued by former administration, are being paid by the present administration. In other words, the city today is paying bills of former administrations, in addition to paying its own and meeting needs for extensions.

Among the accomplishments for the year are the creation of a store department for the purchase and distribution of city supplies. This has resulted in a material saving. New equipment has been purchased for the fire department, including 1,500 feet of hose, and a new extension ladder. The double shift system was put in operation in the fire department, and the department completely motorized.

A full time health department for the city and county was established under the direction of Dr. J. F. Docherty. The city added seven new trucks through the government. All judgments against the city have been paid off. New paving was laid. The city has been placed on a sound financial basis.

A lower tax rate for the coming year is prophesied.

Clovis, (4,904, o, June, 1919). Manager, Oscar Dobbs.

Without any increase in taxes, water or light rates the city's indebtedness has been decreased \$19,000, while the city has made extensive improvements to the public utilities and the physical city, at the same time paying much more in higher salaries and wages, due to price increases.

Camping Ground for Tourists

Roswell, (7,062, o, May, 1914). Manager, Clyde Fulton.

A camping ground for tourists was purchased and improved with shower baths, gas stoves and writing rooms. The city supplies wood and keeps the grounds in sanitary condition.

The motor equipment of the city was increased by addition of three trucks and another sprinkler; and a concrete garage was built by city labor to house all motor equipment. A motor pumper was also added to the fire department. A concrete bridge costing \$5,000 was constructed at a saving of several hundred dollars to the city.

NEW YORK

Saving and Service

Auburn, (36,142, C, January, 1920.) Manager, John P. Jaeckel.

Fire department completely motorized, and a two-platoon system approved by former administration was installed with additional cost of \$21,000 a year. Purchasing has been centralized with a large saving by competitive prices. A new accounting system, as recommended by the state, was installed. Land tax maps for a more scientific assessment have been started. The playground system has been considerably extended, and improvements made to the existing grounds.

Due to the policy of curtailing expenditures during the war the streets were in very bad condition. Careful repairs and maintenance have corrected this condition. The government has been operated for the year without any political considerations, a notable achievement in itself.

Debt, Death Rate and Taxes Reduced

Newburgh, (30,272, C, January, 1916). Manager, W. Johnston McKay.

The manager found the departments disorganized and not coöperating, which was remedied at once by proper organization. The heritage from the year before of \$35,000 in unpaid

bills and \$176,000 in certificates of indebtedness was liquidated, all the expenses for the year 1920 were paid, and the year ended with a bank balance of \$46,000.

The tax rate for 1921 has been lowered to \$2, the lowest for twelve years. The fire department was completely motorized and the fire houses repaired. The street department rebuilt and widened a bridge for \$1,400 less than the lowest contractor's bid. More street cleaning and repairing was done than in any previous year.

Infant mortality rate cut to 87.09; and general death rate to 15.02, the lowest since 1908. The water department discovered 1,037 leaks in houses and inspected them after repairs had been made. City mains were repaired, cleaned, tested and put in first class shape.

Voters Refuse to Give up Manager Plan

Niagara Falls, (50,760, C, January, 1916). Manager, Edwin J. Fort.

The manager reports:

The city manager plan has worked better than the old form of government ever worked at its best, and so far as I can learn, there is no comparison between the results obtained under the commission-manager form and those obtained under the old aldermanic form.

Graft has been entirely eliminated from municipal affairs. The citizens have been enjoying public service such as the city never knew before. The streets are kept clean; the pavements are kept in good repair. Morally, the city is as clean as any city in the state. The death rate has been reduced from 20 per thousand to 11 per thousand.

The tax rate two years ago was reduced to \$8 per thousand, property being assessed at 100 per cent. of its value. Last year, it was necessary to raise this rate to \$13 per thousand and this year again to \$16 per thousand. Even at this increased rate, statistics show that there is no city in the state of its size or importance which has a lower tax rate. Two years ago, it was unquestionably the lowest tax rate of any city in the state or of any city with which I am familiar.

The fire department has been almost entirely motorized and is much more efficient than ever before.

I should say, therefore, that from every point of view and in all its details, the commission-manager form of government has proved to be a success in this city.

On June 17, 1921, by a vote of 5,275 to 3,680, a proposal to revert to the aldermanic plan was defeated.

Sherrill, (1,761, C, June, 1916). Manager, S. E. Northway.

Mr. Northway holds the dual position of city manager and superintendent of schools. He reports:

A city plan has been adopted, and a building code with a zoning clause is being passed. A bond issue for \$165,000 for water works improvements was passed without one dissenting vote.

Overcoming Inherited Handicap

Watertown, (31,263, C, January, 1920). Manager, C. A. Bingham.

A summary of some advances made the first year:

With a staggering inheritance from the old political government the city succeeded in saving \$7,000 through centralized purchasing. A complete accounting system and budget procedure were installed. Forcing the installation of 2,000 water meters reduced the consumption by two million gallons a day. Bill collecting has been centralized in the treasurer's office. Over two tons of diseased meat condemned by the city's health department in protecting the citizens by food inspection. Nearly two miles of concrete sidewalks were built.

The 1921 budget total is \$100,000 less than the 1920 expenditures, with State and County taxes and School budget \$179,000 higher than 1920 totals. The city maintains a free toboggan slide, four skating rinks and three playgrounds. Much of the year's effort has been spent in trying to get away from the effects of former years, and a successful start has been made in the right direction.

Employ Experts for Scientific Assessment

Watervliet, (16,073, o, January, 1920). Manager, Henry E. Gabriels.

The assessed valuation has been increased to 100%, outside experts being employed for the task. A modern building code has been passed. Several miles of concrete street paving has been constructed, and several miles of dirt streets have been improved. All streets have been properly signed. Installation of 600 water meters in a wasteful district has reduced consumption and helped in maintaining a uniform pressure of water.

NORTH CAROLINA

Durham, (21,719, o, May, 1917; C, May, 1921). Manager, R. W. Rigsby.

Durham experimented with the manager plan by ordinance in 1917, which proved so unsatisfactory that it was given up as a complete failure a year later. This spring a standard commission-manager charter was adopted by a vote of 1308 to 503.

Elizabeth City, (8,925, C, April, 1915). Manager, James B. Ferebee.

The secretary of the chamber of commerce comments, "The people in general feel that the city manager plan has been a success in every way in Elizabeth City."

From Mud to Asphalt

Goldsboro, (11,296, C, July, 1917). Manager, W. M. Rich.

Goldsboro reports steady progress and practical completion of its large paving program. The manager plan found streets of mud and ruts and has converted them to brick and asphalt. Rapid growth of the city required all energy be put into construction. This has resulted in the expenditure of approximately \$765,000 for pavements; \$200,000 for sewers; \$100,000 for water improvements. An attractive monthly bulletin keeps the citizens in close touch with their government.

Hendersonville, (3,720, o, July, 1920). Manager, G. W. Brooks.

Mr. Brooks became manager by evolution, being city tax collector. He was appointed clerk to council and gradually given other duties until in 1920 an ordinance was passed and he was given the title as well as the duties.

Eighth Year's Record

Hickory, (5,076, C, May, 1913). Manager, R. G. Henry.

Constructed $3\frac{3}{4}$ miles of sewers at \$1786 less than the lowest bid; and $2\frac{1}{4}$ miles of sidewalk at a saving. A municipal building is being built by direct labor, on which there will be a saving of at least \$8,000 on the estimated cost of \$125,000.

Insurance rates have been decreased with saving in premiums of \$3,000 a year to the residents. A sewage disposal plant has been built and operated successfully. The manager plan is popular with the people, and has received favorable comment from people in other towns nearby.

Morganton, (2,867, C, May, 1913). Manager, J. H. O. Carter.

W. R. Patton who resigned as manager in January to become manager at New Smyrna, Florida, reports: "The manager plan has been a great success in Morganton, and I feel safe in saying that the citizens are 100% for the plan."

The five other North Carolina manager towns are:

Gastonia, (12,871, C, August, 1919). Manager, W. J. Alexander.

Greensboro, (19,746, C, May, 1921).

High Point, 14,302, C, May, 1915). Manager, R. L. Pickett.

Morehead City, (2,958, o, June, 1916). Manager, J. S. Bennett.

Thomasville, (5,676, C, May, 1915). Manager, T. F. Harris.

OHIO

Value of Centralized Administration Proved

Akron, (208,435, C, January, 1920). Manager, W. J. Laub.

Akron has changed in valuation and population so much during the past few years that the problems of government have been both large and numerous. The new administration has had difficulty in keeping up with the demands of the city. However, in spite of the increasing costs and changes in size, the city has lived within its income for the year. While there is some dissension, especially among the "disgruntled politicians," the general sentiment among the business men, organized labor leaders, and the city's newspapers, is that the new plan is a decided improvement on the old form, and is producing better results.

G. P. Jones, Editor, writes:

Remarkable results have been secured in Akron since the establishment of the city-manager form of government on January 1, 1920. In this short time definite results, showing the value of centralized administrative power in the hands of an expert, have been achieved.

People Well Pleased

Ashtabula, (32,082, C, January, 1916). Manager, M. H. Turner.

Needed room for city offices has been secured by remodeling in the city building at a cost of \$30,000. The streets are well cleaned, and carefully maintained. The policemen have been put on an eight hour day, and new men required by the change have been added. The fire department has been placed on the two-platoon system, which also required the addition of new men. Health activities have been broadened, and a visiting nurse added to the staff. Preliminary plans are being made for four trunk sewers and a sewage disposal plant. \$130,000 has been spent in additions to the light plant, and 500 new services have been added, together with many extensions for new business.

The manager reports, "For another year Ashtabula has carried on municipal activities, keeping the city up to its former standard of cleanliness, health and safety without borrowing for current expenses."

H. W. Luethi, former manager, chamber of commerce, comments:

We believe the city manager plan is in line with the idea of modern business in centralizing responsibility and thereby securing the most efficient service. It has produced splendid results in Ashtabula, has

brought about more efficient government, and the people are well pleased with it.

Attempts to abolish proportional representation and the position of manager by charter amendments were decisively defeated at the polls this spring.

Dayton Still Forging Ahead

Dayton, (152,559, C, January, 1914). Manager, Wm. C. Barber.

Mr. Barlow, the retiring manager, reports that the year 1920 was one of great financial difficulties, with all costs at the peak and revenues not increased over previous years. He says, "Improvements have been made it is true, and much good has come from them. Perhaps the most notable among these are the acquisition of Stuart Patterson Park, the improvement of Eastwood Park and the general repair work of the streets."

Dayton was called upon to settle several public utility disputes, the street car situation and the supply of natural gas both being very important, and also very unpopular. An increase in street car fares, with a clause in the increase ordinance giving the city control over service enabled the commission to grant a higher fare and at the same time be sure the city's interests were protected. The shortage of natural gas was particularly acute, with no additional supply in sight. An increase in rates was necessary to meet the increased costs, and in this matter the city also gained a greater degree of control. The solution of this difficult problem caused a great deal of popular comment unfavorable to the commission and the manager, because the public saw only the rates and the decreased supply. It is largely around these two questions that the opponents of the manager plan in Dayton will wage their campaign this year.

Dayton has been operating smoothly and economically with small revenues and big problems to meet with these meager revenues. Centralized purchasing is continuing to save money in buying the materials and supplies needed for the city's operation. Dayton's health work has long been recognized, and the past year was a very successful one in this activity. Infant mortality and general death rates were both reduced, with the consequent saving in human lives. The water supply problem, which has for many years been one of the biggest questions for the administration, is being given careful and constant attention with the result that Dayton has an abundant supply of pure water. Extensions and improvements are constantly being made; and reservoirs adding storage capacity

and increased pressure where needed are an important part of the scheme of growth which is being effected. Popular support is still being given the government in Dayton, and according to all signs will continue as long as the administration is able to produce results such as have been secured during the past seven years.

A most attractive annual report has just been published and distributed from house to house.

"Excess Condemnation," a Valuable Power

East Cleveland, (27,292, C, January, 1918). Manager, C. M. Osborn.

The manager reports:

During the last year the city has lived within its budget. A water waste survey has been made which will save many times its cost. An additional nine acres has been bought for park purposes. A dead-end street has been opened by the process of excess condemnation. The land not needed for the street was resold at sufficient price to pay the original purchase price.

Public dance halls have been regulated. A re-appraisal of real estate has been authorized. A public health nurse has been added to the health department. More waste was collected, more streets cleaned and repaired and there was greater activity in the police and fire departments than in any previous year.

R. C. Morris, secretary, Chamber of Commerce, writes:

The city manager form of government is proving very efficient in East Cleveland. Compared with the previous system, there is a very noticeable change for the better.

Commission City Adds Manager by Ordinance

Middletown, (23,594, o, January, 1921). Manager, Kenyon Riddle.

Middletown has been operating for some years under a commission charter which permitted the creation by ordinance of whatever administrative offices were deemed necessary—hence the commission has now created the position of city manager, calling in as manager Mr. Riddle who previously served as manager at Xenia, Ohio, and Abilene, Kansas.

A 90% Vote for Improvement Bonds

Sandusky, (22,897, C, January, 1916). Manager, Geo. M. Zimmerman.

The manager reports:

The city of Sandusky is now settled comfortably in a safe condition, and running smoothly, having been under the manager form for a period

of five years. Popular approval of this statement is given by a favorable vote for a bond issue of \$244,000 for street surfacing, and an affirmative vote on the question of transferring \$435,700 of general taxation bonds so the levy for sinking fund purposes is outside all limitations imposed by state law. Over 90% of the votes cast were in favor of these two questions.

A start has been made toward a municipal pier by the purchase of the first piece of water front property owned by the city. This purchase was accomplished without legal difficulties, and at a very moderate price. The popular opinion of the commission-manager plan is that it is firmly established in Sandusky.

Citizens Form Auxiliary Police Force

Springfield, (60,840, C, January, 1914). Manager, Edgar E. Parsons.

The city of Springfield has been operating successfully under the commission-manager plan for seven years, and the citizens are strongly in favor of the plan. Improvements have been made in all the departments and the bonded indebtedness has increased about \$200,000 only. The city is free from floating debt, has lived within its budget during 1920, and enters 1921 with a cash balance. Comment among all classes of people—business men, professional, laborers—gives unstinted praise to the work done by the commission and the manager.

Widely published reports of a race riot in Springfield gave the city considerable unwished-for publicity. These accounts were for the most part exaggerated, says Mr. Parsons. One policeman was slightly wounded, and with this one exception there were no injuries. Because of the responsiveness of the city-manager plan of government with its authority centralized, the situation was handled with dispatch. One of the outgrowths of this race disturbance is the formation of an auxiliary police force, or motor corps, made up of citizens of Springfield with automobiles. They are in charge of a civilian commander, a captain and lieutenants, all being under the direct supervision of the chief of police. They will answer any emergency call, and also help at all times with traffic regulations and violations of the automobile laws.

George S. Shaw, a business man, writes:

When the city manager form of government was first introduced to the voters of Springfield I was against it, but after several years' trial I am a booster for it. We are now getting 100 cents for every dollar spent, and have had more street improvements, more gas, electric light, water and street car extensions during the last two and a half years than we could have expected during the next ten years under the old form of government. This is because graft has been eliminated; because the various departments are 100 per cent. efficient, and because the entire city is being run like an up-to-date business house. I believe it to be the only successful form of government for any city, regardless of size.

Tax Rates on Decline Since 1915

Westerville, (2,480, C, January, 1916). Manager, R. W. Orbaugh.

Many improvements have been made to the water, light and power plants resulting in better service and increased consumers; these improvements, being carried on by earnings of the utilities, amounted to \$35,000. The sinking fund has been built up steadily, although the tax rate was much lower in 1920 than in previous years, and has been steadily declining since 1915. Citizens are continuing their support of the government.

Cleaner and More Efficient Government

Xenia, (9,110, C, January, 1918). Acting Manager, T. H. Zell.

Lewis C. Tingley, former secretary, Chamber of Commerce, writes:

We consider the city manager plan a great success, and it is giving this city a cleaner and more efficient government than before. After two years' experience we have found it more economical and far more efficient. The inauguration of the new form of government meant the passing of an old political machine.

Ohio has four other manager cities:

Gallipolis, (6,070, C, January, 1918). Manager, Edward E. Myers.

Lima, (41,306, C, January, 1922).

Painesville, (6,886, C, January, 1920). Manager, Thos. B. Wyman.

So. Charleston, (1,267, C, January, 1918). Manager, P. H. Cheney.

OKLAHOMA

Cherokee, (2,017, C, October, 1920). Manager, John D. Bomford.

The new administration took office with 69% of the annual budget spent or contracted for during the first four months of the fiscal year, so it was necessary to curtail expenditures. This was done, and a start made on improving the light and water plant by additions and extensions to the lines. A bond issue furnished the money for modern fire fighting equipment, new community building, and for the water and light plant extensions. It is too early to report much concerning the new

government, but it has been successfully started, which argues well for its success.

Duncan, (3,463, C, November, 1920). Manager, John F. Ewell.

G. E. Daugherty, a local merchant writes:

Our city manager is local resident; commissioners, who get \$5 each regular meeting, have to be solicited to run for office; have eliminated politics, and general effect on public improvements, morals and sanitation greatly improved.

Erick, (971, o, June, 1920). Manager, J. A. Richardson.

The manager reports all functions of government carried on last year without increase in tax rate. He finishes by saying, "Our people are loyal to the manager plan, and I think the system is here to stay."

Economy with Efficiency

McAlester, (12,095, C, November, 1919). Manager, E. M. Fry.

W. E. Harmuth, secretary, Commercial Club, reports:

The city manager plan has been an unqualified success in McAlester since the day of its inauguration. This has not only been true with reference to the efficient manner in which the city's business is carried out, but in the evident satisfaction of the citizens with the city government, exemplified at the recent primary election, when no candidates appeared to oppose two of the commissioners for reelection—something unheard of before in this city.

The plan has given us an economical government without in any way impairing efficiency. This is so for many reasons, chief of which is the fact that the city manager has no political debts to pay, refuses any hint of politics to creep into his hiring of employes, and he alone is responsible for the success or failure of the executive end of the government. Thus the city manager form allows of the elimination of the cumbersome 'majority' of city officials before even the smallest item can be carried out.

One Year's Record Hard to Beat

Muskogee, (30,277, C. August, 1920). Manager, R. P. Harrison.

After one year of operation under the commission-manager plan, Muskogee press dispatches indicate the citizens are not only satisfied but proud of the accomplishments. The manager briefly summarizes them as follows:

The engines in the city water plant have all been overhauled, the cost being paid out of earnings. The water works has been put on a self-supporting basis. Nine downtown streets have been repaved. The main viaduct between the two sections of the city has been rebuilt, after having been impassible for three years. The city's part of the Jefferson

Highway has been constructed. The fifty miles of paved streets in the city have been repaired and placed in good condition, all street cuts for service pipes having been replaced.

Honor Heights Park has been completed, including a bathing lake. The city's streets are kept clean, and a system of garbage and trash collection has been installed. An athletic park has been completed.

The council has increased the manager's salary from \$6,000 to \$10,000.

The morning newspaper in commenting on the plan states that if the question was submitted to the voters again commission-manager government could be carried by 90%. All of which would indicate that the city of Muskogee is near the top of the list in progress in that section of the world.

Advantageous Purchasing Pays

Norman, (5,004, C, September, 1919). Manager, W. R. Gater.

Our present city government has proved very satisfactory and a financial success; every department more efficient; our city manager has saved city several times his compensation by advantageous purchasing of supplies and putting operation of water system on paying basis; revenues from water system last year increased \$10,000 without increase in rates, and police and fire departments made much more efficient.

C. W. Kuwitzky, secretary, Chamber of Commerce, makes this report.

All Opposition Has Ceased

Nowata, (4,471), C, May, 1920). Manager, James C. Manning.

Attorney Wm. S. Hamilton, Feb. 19, writes:

Our city manager, who took office May 5, 1920, found general funds of city completely exhausted, but in first seven months this deficit was transformed into large surplus; several hundred dollars have been saved on minor expenditures, which heretofore had gone by without notice; better type of city employees secured and they work more efficiently at same time getting 25% more salary; law enforcement has been made at least 100% better; all opposition to plan has ceased to exist.

"This Is the Only System," Says Commissioner

Sallisaw, (2,255, C, November, 1919). Manager Fred E. Johnston.

The water and light plants, supposed to work at the same time were in operation alternately, the power being sufficient for only one at a time. A bond issue had been voted for additions, and the new manager took charge of all the work under this issue, thus saving the fee usually paid by the city for a percentage engineer. Pipe for the main line to be built was bought under the market price by a margin of \$5.50 a ton,

saving approximately \$4,620. Part of the plans were changed, so boilers were replaced which will result in a saving annually of about \$5,000. All extensions and improvements were made within the estimate, and the balances were used to make other desirable changes.

One of the commissioners in commenting on the plan says: "It is the best city government possible, if you get the right man. Fortunately, we got him. I have seen it work both ways, and this is the only system."

City on Strict Cash Basis

Walters, (3,032, C. September, 1919). Manager, W. B. Anthony.

"At the time the manager plan became effective, the city was funding \$15,000 of unpaid warrants. Since the manager plan became operative, a surplus has been earned by the city's public utilities amounting to approximately one thousand dollars per month. There are no outstanding warrants, and the city is conducted on a cash basis." This briefly summarizes what has been accomplished in Walters in a little over a year, writes the manager. At the same time the water lines have been extended, a reservoir constructed, additional power provided and general improvements to the utilities made.

Oklahoma now ties Texas for third place and bids fair to add several new cities to its manager list soon. In addition to the above, the following are now operating under the manager plan:

Ardmore, (14,181, C. May, 1921). Manager, Kirk Dyer.

Coalgate, (3,09, C. July, 1914). Manager, J. W. Carter.

Collinsville, (3,801, C. February, 1914). Manager, H. P. Hampton.

Lawton, (8,930, C. April, 1921). Manager, C. E. Douglas.

Madill, (2,717, C. November, 1917). Manager, Burr Wright.

Mangum, (3,405, C. November, 1914). Manager, R. B. Snell.

Pawhuska, (6,414, C. April, 1921). Manager, R. L. Plunkett.

Ponca City, (7,051, o. February, 1921). Manager, Hugh Johnson.

Weatherford, (1,929, o. August, 1917). Manager, G. A. Critchfield.

Yale, (1,000, C. 1921). Manager, W. E. Estep.

OREGON

Manager Plan Saved City from Bankruptcy

La Grande, (6,913, C, October, 1913). Manager, George Garrett.

The manager reports:

During past year bonded indebtedness was reduced from \$275,000 to \$187,000; tax rate reduced from \$1.75 to \$1.24; gravity water system improved, leaks in 17 miles of main stopped, and wastage of 500,000 gallons per day, halted; railroad shops and yards now paying for 5,000,000 gallons of water per month more than in days of politics.

Under the old system the city had a floating debt of \$107,824.17, and city warrants were reluctantly taken by banks at 10% discount. This debt has been entirely wiped out.

A business man writes: "It is my firm conviction that the city manager form of government saved LaGrande from bankruptcy."

PENNSYLVANIA

Meters Reduce Water Waste

Altoona, (60,331, o, January, 1918). Manager, H. Gordon Hinkle.

The manager reports water wastage in one district reduced 600,000 gallons a day, by metering services. Entire city will be metered by April, 1922, under present plans. Ornamental lighting system installed in business district through co-operation with property owners; cost of change assessed, the city to become owner of the equipment and maintain it. Sewers were built by city labor at a saving to the property owners of \$1.15 to \$1.65 a foot under the lowest contractor's bid.

The majority of citizens are in favor of the manager plan.

Carlisle, (10,916, o, May, 1921). Manager, H. D. Herbert.

The new manager has a program of improvements under way, including paving, sewer extension, erection of comfort station, trimming of trees and general repair of roads.

Edgeworth, (1,373, o, January, 1914. Manager, Robt. Lloyd.

Increased salaries of policemen and street workers over 20%. Installed improved police call system. Budget for 1921 passed on the same tax rate as 1920.

Popular opinion is solidly in favor of the manager plan, Edgeworth having put it in operation in 1914, before the state law enabled cities to create the position of manager. The man-

ager at that time was given all the authority now held, but could not have the title.

Finances and Streets in Fine Shape

Towanda, (4,260, o, April, 1918). Manager, W. T. Howie.

Without an increase in the tax rate in four years the borough has been able to operate without borrowing any money in over two years. Street maintenance work has been prosecuted with the result that the streets are in the best condition ever known. Contract with railroad for 28 acres to be used as a public park, to be equipped with playground apparatus.

The citizens feel that much has been accomplished during the three trying years the plan has been in operation, and look for greater results as conditions become more normal.

Pennsylvania does not permit adoption of the manager plan by charter. Other boroughs having managers are:

Jersey Shore, (6,103, o, February, 1921). Manager, C. C. Thurman.

Mifflinburg, (1,744, o, January, 1919). Manager, W. D. Kochersberger.

Osborne, (358, o, January, 1921). Manager, Robert Lloyd.

Sewickley, (4,955, o, October, 1918). Manager, John C. Hiteshew.

SOUTH CAROLINA

Beaufort, (2,831, o, January, 1915; C, May, 1915). Manager, John Collier.

The electric light and power service has been changed from a twelve-hour basis to twenty-four hour. Streets have been much improved, trees trimmed, parks cleaned, surface drains cleaned and kept open.

Although revenues are about the same as before the war, careful operation has made it possible to run the city properly and reduce the bonded indebtedness. Improvements to the sewer system, street paving and surfacing, extensions to the water and light plant, and water front improvements, are under way.

Heavy Program Underway

Rock Hill, (8,809, C, February, 1915). Manager, W. P. Goodman.

After curtailment of expenditures during the war, every effort was made to bring the physical features of the city into better condition. A bond issue of \$750,000 was authorized, and \$350,000 issued. The light and water plant, including distribution lines and mains, was put in first class condition; all hydrants, ornamental lamp standards, stand pipe and machinery were painted and repaired. Approximately 8 miles of new water mains have been laid, and 42 new fire hydrants installed. An auxiliary sewage station is being completed, and eight miles of sewers have been built. Paving is progressing rapidly, with all sewer and water connections being run to the curb. Plans are being made for \$500,000 in street paving by January 1, 1922.

The secretary of chamber of commerce says:

The city manager plan has been a success in Rock Hill, has given efficient and economical government, and the people are well pleased with the results.

Sumter, (9,508, C, January, 1913). Manager, S. O'Quinn.

The first town to adopt the manager plan by charter, Sumter has never seriously considered its discontinuance. The charter is crude compared to the modern improved form as the powers and duties of the manager are not clearly defined.

Florence, (10,968, C, June, 1921). Manager, Clyde G. Brown.

SOUTH DAKOTA

Clark, (1,392, o, May, 1912). Manager, J. E. Smith.

Now that Staunton, Virginia has changed from the manager plan by ordinance to the charter class, Clark heads the list for long record of continuous operation under its present type of government, and J. E. Smith, the manager stands second to S. D. Holsinger of Staunton for long service in a single city.

Rapid City. (5,777, C, May, 1921).

The first South Dakota city to adopt a commission-manager charter.

TENNESSEE

Town Starts with Model Charter and City Plan

Alcoa, (2,358, C, July, 1919). Manager, V. J. Hultquist.

Alcoa was incorporated with a commission-manager charter, so started life under favorable auspices. The city is being built in accordance with a complete city plan drawn up to accommodate 40,000. It is operated under the budget system, and has a modern accounting system. Receipts in 1920 exceeded expenditures by \$18,500.

By doing street work with city labor and city owned equipment, savings on paving have been effected of 20% as compared with contract prices. Some three miles of streets have been constructed, with more planned. A complete sewer system is owned by the city, consisting of about twelve miles of sewers, a pumping station and a sewage disposal plant.

Public education is also under the manager's direction, consisting now of four schools with a staff of one superintendent, three principals and twenty-three teachers. The city furnishes "teacherages" for housing the teachers, the cost being borne by a small charge for upkeep.

Kingsport, (5,692, C, March, 1917). Manager, L. Herbert Kidd.

The secretary of the chamber of commerce writes: "The city-manager form of government has been a success in Kingsport. It has accomplished and is accomplishing the things we hoped for."

Murfreesboro, (5,367, C, October, 1920). Manager, R. E. Lowe.

As evidence of the faith in the new charter, the voters approved the purchase of a privately owned water works by a vote of three to one.

Manager Appointed Because He Opposed Charter

Nashville, (118,342, C, April, 1921). Manager, Felix Z. Wilson.

The Nashville charter was passed by the legislature and put into effect without a referendum of the citizens. Of the 15 councilmen elected, 13 are said to have won because they were pledged to the appointment, as manager or "mayor" as he is called, of Mr. Wilson, who frankly states that he was made manager because he is opposed to the charter. The other candidate for manager was the former mayor. Developments are awaited with interest.

TEXAS

Amarillo, (15,494, C, December, 1913). Manager, J. G. Colby.

The secretary of the board of development writes, "No city would make a mistake by adopting the city manager form of government. It has been a great success in Amarillo."

Splendid Showing at Beaumont

Beaumont, (40,422, C, April, 1920). Manager, George J. Roark.

The accomplishments under the manager plan as set forth in a recent report may be summarized:

Floating debt of \$200,000 funded, to be liquidated in 20 annual installments; improvement bond issue of \$1,975,000 for water front facilities, water works system, paving, sewers, fire protection and public schools, voted by citizens September, 1920.

Pitkin Park ditch filled with 40,000 yards of sand secured free from government dredging, resulting in: city deed to valuable land, destruction of malarial mosquito source, thousands of dollars saving to public in sand retailed at 50c a yard.

Made favorable ferry contract, adding about \$100,000 of business per month to city; established information desk at city hall; made complete inventory of city properties revealing two houses owned by city on which no rent had been paid for some times; established city machine shop; employed experts to solve grade crossing problems; carried on heavy program of street repair and improvement.

Health and welfare promoted by reorganization of department, appointment of sanitary director, and corps of inspectors; public safety, by employment of a finger-print expert; establishment of a general identification bureau and extension of alarm systems.

Modern business methods have been introduced into all departments of city activities.

Water Rates Reduced 50%

Eastland, (9,368, C, January, 1919). Manager, Walter Lander.

During the two years the city has had the manager plan 9 miles of brick pavement have been constructed, and plans for 15 miles more. Extensions and improvements have been made in the water works, and on January 1, 1921, a reduction of 50% in rates went into effect. A second sewage disposal plant is being built, the city having outgrown the first unit.

The citizens are well pleased with the way the plan is working out..

Electra, (4,744, o, May, 1919). Manager, E. D. Kelley.

A paving program to improve 52 blocks is under way. Outgrown water works system has been overhauled, enlarged and modernized. Electra has only an ordinance providing for

the position of manager and definition of powers and duties is not clearly drawn, hampering operation of city business.

Large Commission City Employs Manager

Houston, (138,076, o, May, 1921). Manager, C. E. Belk.

After several years of commission government, the lack of centralized responsibility has compelled the commission to create the position of manager.

Operate Utilities at Profit

Lubbock, (4,051, C. December, 1917). Manager, Martin S. Ruby.

The secretary of the chamber of commerce submits the following report:

Municipal light, water and sewer systems with total value of \$265,000. Additions made to lines, mains, and equipment for 1920: \$60,000, including additional motive equipment for plant, 78 ornamental light standards in retail section of city, and extensions of water and sewer mains and light lines to meet demands of the growth of the city.

Master meters in light plant on street lighting system, pumping plants, and commercial circuits, together with efficiency records and charts, and 100 per cent. customers meters make it possible to operate at a profit, allowing for depreciation, sinking funds and at the same time charge the lowest price recorded in the State of Texas.

A twenty block paving project is now under construction at a cost of \$225,000.

The commission-manager form of government has effectively met the severe demands made upon the city and the public utilities, municipally-owned by the remarkable growth of 199% reported by the census and is very popular in this city.

Petition Commissioners to Serve Again

Lufkin, (4,878, C, April, 1918). Manager, J. O. Booker.

A petition signed by nearly all the voters of the city requested the outgoing commissioners to hold office another term, and they had no opposition at the election. The city has wiped out a floating debt of over \$30,000, without funding, and is now living within its current revenues. A street improvement program amounting to \$300,000 is under way.

Fire Record Wins Rate Cut

San Angelo, (10,060, C, June, 1916). Manager, R. H. Henderson.

During the four years the fire insurance rate has been de-

creased from 56 cents to 30 cents, with a further reduction of 15% in 1920 for good fire record.

An attempt to overthrow the plan was defeated by a vote of four to one.

Mr. Henderson was the first mayor under the new plan, and was elected by his colleagues when the first manager left.

Sherman, (15,031, C, April, 1915). Manager, O. J. S. Ellingson.

A bond issue has just been voted \$175,000 for water and sewer improvements.

Stamford, (3,704, C, March, 1918). Manager, Homer D. Wade.

Mr. Wade holds the combined offices of city manager and chamber of commerce secretary.

Manager for Community Recreation

Tyler, (12,085, C, April, 1915). Manager, Henry J. Graeser.

General satisfaction with the new form of government is everywhere evident. Modern business methods are employed and a continuous program of improvements wins popular support. The manager has taken an active lead in community recreation. Over \$100,000 worth of public improvements were made last year; no increase in the tax rate, despite fact city's total expenditures last year were \$154,238, entire clerical force, including assessor and tax collector, received only \$4680 in salaries.

Other Texas towns with managers are:

Brownsville, (11,791, C, January, 1916). Manager, George Grupe.

Bryan, (6,295, C, May, 1917). Manager, E. E. McAdams.

Denton, (7,626, C, April, 1914). Manager, H. V. Hennon.

Ranger, (16,295, C, May, 1919). Acting Manager, John M. Gholson.

Taylor, (5,965, C, April, 1914). Manager, A. V. Hyde.

Teague, (3,306, o, January, 1915). Manager, C. E. Johnson.

Terrell, (8,349, C, August, 1919).

Yoakum, (6,184, C, April, 1915). Manager, J. V. Lucas.

UTAH

Brigham City, (5,282, o, February, 1918). Manager, C. O. Roskelley.

During 1920 the people endorsed the manager plan by voting \$200,000 in bonds for a new hydro-electric plant, which is now being built.

VERMONT

St. Albans, (7,582, C, March, 1921). Manager, A. B. Edwards.

The first task of the new government was preparation of a nine year program of improvements with estimated budgets covering the entire period to 1930. The program has been published and presented to the citizens for endorsement.

Credit Balance for First Time

Springfield, (5,283, o, April, 1920). Manager, John B. Wright.

Modern accounting procedure has resulted in a balance at the end of the year for the first time on record. Centralized purchasing has enabled quantity buying and discounting to be put in effect. Considerable improvement has been accomplished in the various departments, resulting in better service for the city.

VIRGINIA

Double Plant Capacity

Bedford, (3,243, o., April, 1920). Manager, C. T. Venable.

A modern filtration plant has been built and is now in operation. Two and a half miles of water mains have been laid. Meters have been installed on the large consumers' lines, with a resultant reduction in consumption. The municipal electric plant has been doubled in capacity, the change costing about \$125,000. Paving and sewers have been built, and plans for additional improvement are under way. A budget system has been installed, and the city is living with its revenues.

Popular support of the government is general among the citizens.

Blackstone, (1,381, C, June, 1914). Manager, R. B. Stone.

Since the manager took office a modern water system has been built and a complete sewer system, both of them referred to as the best in southside Virginia. Streets have been im-

proved, sidewalks constructed and a general improvement is noticeable in the entire town.

General Approval of Plan

Bristol, (6,729, C, September, 1919). Manager, S. L. Keller.

Approximately \$100,000 spent for paving program. A complete drainage and sewage system has been worked out.

The budget procedure lately installed is working smoothly, with satisfactory accounting control. Centralized purchasing has resulted in continued saving. A new plumbing code has been put in force.

The general approval of the plan of government is growing, and there seems no possibility of an effort to return to the old form.

Bond Issue of \$935,000

Charlottesville, (10 688, o, August, 1913). Manager, Walter Washabaugh.

Popular approval of the manager plan is evidenced by the fact that a recent election on the question of a change in the city charter was carried in favor of a commission charter; and the popular demand is for the retention of the manager, so it is fully expected that the commission will continue the office. The change does not become effective until 1922. Proposed improvements were recently approved by a bond issue for \$935,000; the amount will be used for street paving, sewerage, water improvements, a new city-county building and general improvements in the gas works.

Excellent Health Record

Fredericksburg, (5,882, o, September, 1912). Manager, L. J. Houston, Jr.

During the year 1920 the city constructed, according to report of the city manager, a \$100,000 high school; laid 2554 feet of gas mains; 1392 feet of water mains; 1997 feet of sanitary sewers and 2,261 feet of concrete curb and gutter; graveled 35,150 square yards of streets; constructed a reinforced concrete bridge of thirty foot span; and paid \$7,525 into the sinking funds. The increase in bonded indebtedness for the work completed was only \$18,000.

The health record for the year was also an excellent one, there being but two cases of typhoid fever, not one case of malaria, and no epidemics.

Good Roads Without Bonds

Hampton, (6,138, C, September, 1920). Manager, George L. Rinkliff.

When the new government became effective, the entire city organization was in need of much attention, the departments being disorganized, and for the most part did not have adequate equipment. The police department has been reorganized, new headquarters fitted up, new records are being installed, and a new police signal system is being completed.

New equipment was secured for the street department, and a campaign for better streets is resulting in a movement for good streets without the issuance of bonds. Accounting and purchasing procedures have been installed, and things are generally in better condition, working smoothly. The additions in service and the improvements are not requiring any more revenues than the former plan of government used for operation.

Quick Action Wins Quick Approval

Lynchburg, (29,956, C, September, 1920). Manager, Edward A. Beck.

Matters which have been pressing for two years before the new government became effective were considered immediately and decided within a few months, some of the problems being solved by construction immediately. This is an example of responsiveness which the former government did not show.

Plans have been worked out for a scheme of improvement in schools and in street work. City departments have been reorganized, accounting procedure and centralized purchasing installed, and a general tightening up in the entire organization has resulted in quicker accomplishment, more business-like methods and a greater response to the demands of the people.

Go to Work or Go to Jail

Newport News, (35,596, C, October, 1920). Manager, L. G. Thom.

One of the problems to be met by the new administration was unemployment. An ordinance was passed requiring that idle men go to work, quit the town or go to jail. The city provided the work by starting public improvements, so there was no excuse for a bread line. This innovation in city government resulted in an exodus of idlers, 34 jail sentences, and many jobs filled.

Norfolk in Spotlight

Norfolk, (115,777, C, September, 1918). Manager, Charles E. Ashburner.

The remarkable record of accomplishments since adoption of the manager plan has placed Norfolk in the spot light that was formerly focused on Dayton. At a recent election, incumbents were returned with but little opposition, carrying 18 of the 19 precincts by a majority of 4 to 1. Incidentally, the manager's salary which started at \$9,000 and was later increased to \$12,000 is now \$16,000. Mr. Ashburner previously served as manager at Springfield, Ohio, and Staunton, Virginia.

Judge H. H. Rumble says:

What the new form of government has meant to Norfolk may be summarized in the statement that it has meant a thorough-going business administration of the affair of the city. We have a well organized and very efficient police force, cleaner streets, increased speed and efficiency in handling public business and an extensive program of street and other public improvements now under way. I know of no thoughtful citizen who would be willing to return to the old order of things.

Sound Progress under Handicap

Petersburg, (31,002, C, September, 1920). Manager, Louis Brownlow.

The new administration inherited a disorganized machine, with a deficit of \$500,000. During the first seven months the following accomplishments are noteworthy:

New accounting system; budget system adopted; central purchasing, which saved in discounts, etc., more than \$5,000; police department reorganized with a new chief, ten men added, and two policewomen appointed; building code intelligently enforced by new director of reorganized building inspection department, resulting in removal of fifteen dangerous buildings; health department is being reorganized and activities extended without change in personnel.

Careful attention is being given to the public health by clinics, inspectors, laboratory analysis, charities, etc.; seven playgrounds opened; park development of lake abandoned as water supply is under way; street and sewer construction is being pushed; only three officers have been brought into the city, others being local, and work is being done at less expense with the same men, same equipment, and under the same direction.

The plan is popular with a large majority.

Mr. Brownlow was formerly commissioner of Washington, D. C.

Departments Consolidated

Portsmouth, (54,387 C, January, 1917). Manager, J. P. Jervey.

The manager reports that a reorganization of the departments and bureaus has been effected, so that instead of about a dozen there are now three, with the department head reporting to the manager. Weekly conferences are held, also inspection trips. The consolidation of the departments has resulted in a saving in salaries, and also in increased efficiency.

Improvements are planned under a four year program. Centralized purchasing has been started, with quantity buying on competitive bids. Considerable savings have been possible. A budget has been adopted and will be followed closely.

Newspaper comment is very favorable to the plan and the results accomplished.

Rcanoke, (50,842, C, September, 1918). Manager, W. P. Hunter.

With marked decreases in revenues because of loss of liquor licenses and tax on utilities which court decision revoked, the city has been able to render good service to the citizens, and at the same time the plans of the commission are being gradually carried out. The completion of the work under the plan for development is attracting favorable comment among the citizens, and it is doubtful if a movement to return to the old order of things would be considered, according to the secretary of the chamber of commerce.

Staunton Adopts Commission-Manager Charter

Staunton, (10,617, o, January, 1908; C. September 1920). Manager, S. D. Holsinger.

The change to the straight commission-manager charter is evidence that the city of Staunton is well satisfied that the administration of a city should be handled by a trained executive, with plenty of authority to accomplish the things he is held responsible for. The city has had a splendid record of accomplishment since 1908, and even more is expected under the new plan.

During 1920 more street paving was built than in any previous year, the city doing the work by direct labor at a cost only slightly over one-half the price bid by the contractor. Water mains were extended, and the assessment of the extensions was put on a business basis which resulted in increased revenues of over \$15,000.

Progress reports are not at hand from the following Virginia cities:

Farmville, (2,583, o, September, 1915). Manager, Leslie Fogus.

Radford, (4,627, C, September, 1920). Manager, Paul J .B. Murphy.

Suffolk, (9,123, C, September, 1919). Manager, R. H. Brinkley.

Warrenton, (1,545, o, March, 1920). Manager, J. W. Shirley.

Winchester, (6,883, o, May, 1916). Manager, Thos. J. Trier.

WEST VIRGINIA

Bluefield, (13,191, C, July, 1921).

Morgantown, (12,117, C, July, 1921). Manager, Chas. S. Sutherland.

These two West Virginian cities both owe the adoption of their new charters very largely to their women voters.

Citizens Well Satisfied

Charleston, (39,608, C, May, 1915). Manager, Bonner H. Hill.

The manager reports that the year 1920 saw the following accomplished;

Three new fire stations constructed; 35,000 square yards of street pavement re-surfaced, and 45,000 square yards additional contracted for; fireproof building for city stables purchased and remodeled. A complete fire alarm system was purchased and partly installed. Contract was let for a new incinerating plant. Sewers were constructed costing \$300,000. Bids were called for on plans of a new city building to cost about \$500,000.

The citizens are well satisfied with the city manager plan according to the chamber of commerce and press reports.

Difficult Task Faces Council

Clarksburg, (27,869, C, April, 1921). Manager, Harrison G. Otis.

As was the case at Nashville, the city-manager plan was presented to Clarksburg without referendum. Those responsible argued that nothing could be worse than the commission form as effective for the past three years, and a referendum would mean a delay that would continue the old regime for some time.

The new council is made up of high type, representative citizens who face a most difficult task featured by such obstacles as:

A huge floating debt; depleted treasury; state law limit of tax rate to 50 cents for general fund; no power to increase assessments as county does assessing; immediate program of much needed paving, sewer and bridge construction; no provision for collection of garbage and refuse; no provision for playgrounds, parks and other recreational facilities; need of strict law enforcement.

Unanimous Endorsement by Chamber of Commerce

Wheeling, (54,322, C, July, 1917). Manager, Homer C. Crago.

The past year's work may be summarized:

An inherited debt of over \$100,000 was changed to a cash balance of \$23,000, by careful planning and supervisions. City prison was closed and all salaries connected with it were thereby saved, the annual rental from the building being more than enough to pay the county the amount needed to care for the city's prisoners.

Water revenues have been increased by large consumers paying proper charges; 1005 new sidewalks have been constructed; \$1,031,000 is being expended for water mains extensions, street and sewer improvements; garbage collection has been extended to suburbs, with annual revenue to the city of \$12,300.

The fire alarm system has been improved and extended at a cost of \$35,000; health activities increased by addition of a welfare nurse, who gives home instruction in child welfare and general sanitation; segregated district has been wiped out, after several months of careful investigation and planning; water works formerly manned by forty-five employees is now operated by twenty-one; water pumpage per pound of coal has increased from 290 in 1919 and 344 in 1920 to 360 at present.

The government has the strong endorsement of the people, and the chamber of commerce recently re-approved the plan by unanimous vote, and rejected a proposed return to the old.

CANADA

Lowest Tax Rate

Woodstock, N. B., (3,856, 0, June, 1919). Manager, R. F. Armstrong.

The annual operating deficit has been transformed into a balance. Operation costs of waterworks in 1919 were over \$15,000. In 1920 this had been reduced to \$12,119 in spite of increased costs and the fact that more work was done in maintaining the system. A complete new system of accounting and reporting was installed. Haphazard methods of street design and construction were supplanted by careful and modern methods. Tax rate reduced to \$1.66 on each \$100 valuation. This is the lowest tax rate in the Maritime Provinces. General satisfaction and appreciation of the administration's efforts were expressed at the annual town meeting, and the incoming council was urged to retain the present manager.

Save \$50,000 by Combining Funds

Grand' Mere, P. Q., (9,000, C, March, 1920). Manager, Henry Ortiz.

Considerable improvement has been made in the year as the following would indicate:

Comprehensive and business-like budget adopted; modern accounting methods installed in the various departments; municipal electric light plant operated at profit for the first time; marked saving by centralized purchasing with competitive bidding.

The "pay-as-you-go" policy has been adopted, without necessitating borrowing money; tax collection has been pushed to provide the necessary funds; the water supply has been made adequate for domestic use and fire protection by the construction of an aquaduct; a saving of \$50,000 over a period of thirty-two years has been made possible securing special legislation from the provincial legislature to consolidate the various sinking funds. This is the first instance of this in the Province of Quebec.

Careful investigations have been made and records prepared covering the sanitary conditions of buildings throughout the city. More careful supervision of laws and ordinances has resulted in better conditions.

Four more Canadian cities complete the list:

Chatham, Ont., (10,770, C, December, 1921).

La Tuque, P. Q., (6,000, C, March, 1921). Manager, D. Hardy.

Shawinigan Falls, P. Q., (10,500, C, March, 1921). Manager, J. H. Valiquette.

Westmount, P. Q., (14,579, C, April, 1913). Manager, Geo. W. Thompson.

PROCEEDINGS
OF THE
SEVENTH ANNUAL MEETING
OF THE
CITY MANAGERS' ASSOCIATION

Hotel Sinton

Cincinnati, Ohio

November 15th, 16th, 17th, 1920

November Fifteenth, Afternoon Session

Vice President James C. Manning, Nowata, Okla., presiding.

President Harry H. Freeman: Gentlemen, I am glad to introduce to you your presiding officer for this session, Vice President James C. Manning, city manager of Nowata, Oklahoma. (Applause).

Mr. Manning: Mr. President and members of the association—our first subject is: "A Model Paving Program for a City of Twenty Thousand." We are to have four addresses first and then a general discussion. Lieutenant Colonel H. C. Boyden of the Portland Cement Association will give us his version of this model program. I have a friend who represents the Portland Cement Association at Oklahoma City. I was in his office recently when the mayor of a certain city came in and asked us to look over some paving that had been laid in his town. As it was only a short distance away, we went over to see it. The mayor said to my friends: "Do you know what the matter with that paving is?"

My friend replied: "I do, but do you?" and the mayor said: "No."

"It has a cement worm in it," my friend announced.

I will now ask Colonel Boyden to explain the danger of the cement worm in a model paving program.

A MODEL PAVING PROGRAM FOR A CITY OF 20,000

I

Col. Boyden: I'm afraid I am stumped. I never did see a cement worm.

A paving program may be said to have four phases: First—The determination of type of pavement to be adopted as a standard. Second—the amount of paving to be done each year. Third—the method of financing. Fourth—the method of construction, whether by contract or city forces. However, this paper will present only the first phase, namely, the determination of the type of pavement to be adopted.

There is no class of city that requires a more carefully considered paving program than that of about 20,000 inhabitants. Entering as they often are upon an era of expansion which will often severely tax their resources, if public improvements keep pace with their needs, they may hesitate to build for what may seem to be an uncertain future. Also they may not realize that building only for the present is in the long run the most expensive policy. Thus the construction of permanent, hard surface pavements is sometimes delayed so long that the development and business of the city are badly handicapped.

Two Classes of Traffic

There are two classes of traffic that must be considered in deciding upon the type of pavement to be adopted: first, the internal traffic of the city itself, and second, the external traffic entering into or passing through the city. The volume and weight of the first class is of course largely dependent upon whether the city is a manufacturing city, a farm center or a residential suburb of some large city, and to a certain extent upon the topography of the city itself. The second class, however, will have, to a constantly increasing extent, a large proportion of heavy truck traffic.

Nearly every city of this size is, or will be in the near future, located on either a county or state highway system, which are being paved with heavy duty types of pavement in order to carry successfully the heavy trucks necessary to transport the commerce of the country.

In addition to this traffic from outside, which is rapidly increasing both in volume and weight, a considerable percentage of the internal traffic in any city is of the heavy type and must be considered when building the city pavements.

It is a noticeable fact that the pavements within the limits of many cities located on our big highway systems are vastly inferior to those outside of the cities, thereby causing delay

and expense to traffic. At the same time, the problem of maintaining these old or light pavements in cities that are on through routes is often serious, and represents a heavy expense.

Cheap Pavement Poor Economy

The men entrusted with the expenditure of the paving funds of any city should consider carefully all of these facts, should look into the future, acknowledge the inevitable increase in volume and weight of traffic, and so lay out their paving program as to provide for all these factors.

The practice of giving too great weight to the first cost of a pavement without consideration of the ultimate cost cannot be too highly condemned. Nearly always the cost of maintaining and rebuilding the cheaper types of pavements will, when added to the original cost, be much more than the total cost of a heavier and more permanent type, to say nothing of the delay, and inconvenience to traffic occasioned by repairs and reconstruction.

Nearly all engineers recognize the necessity of a heavy concrete base for any type of pavement laid in city streets, in order to carry heavy concentrated traffic, and to retain the smooth even surface that is so desirable for these thoroughfares. That this need was recognized in cities long before concrete was used for rural highways is a matter of history. It is the increasing weight and volume of the traffic that has brought about the use of a concrete base and in recent years a concrete pavement, because there is no other material that will carry the traffic of today with the same degree of efficiency.

Pavement Success Depends on Foundation

The success of any type of pavement is absolutely dependent upon the foundation upon which it is laid. Too much emphasis cannot be placed upon the necessity for exercising the greatest care in studying the existing conditions, designing and building the drainage system and in building up and making a uniform subgrade. Volumes have been written on this subject and every man here realizes the value of a well drained, uniform support for a street surface.

However, the unfortunate fact remains that, in spite of all that has been written on this vital subject, and in spite of the realization of its importance by all engineers, more road and street surface failures have been caused by improperly built subgrades than by any other one phase of construction. There are many causes that contribute to lack of uniformity in the bearing power of subgrades, the principal ones being poor

drainage, or lack of any drainage, insufficient rolling of some soils, or excessive rolling of other soils, insufficient scarification of existing macadam or gravel road surfaces, often leaving a hog back in the center of the street with soft shoulders at the sides, old water pipe or sewer trenches which have been improperly filled in, and last but by no means least, the constantly varying classes of material encountered.

Several different classes of materials often occur in less than half a mile of construction, each one of them requiring a different kind of treatment to give it the same bearing power and yet in the process of grading they may be so mixed up that they receive practically the same treatment when the subgrade is being finished.

With these contributing causes, it is no wonder that soft areas and hard areas occur in subgrades, sometimes small and sometimes large in extent and often close together. In view of this fact, it is absolutely necessary in order to prevent uneven surface conditions from developing, that the pavement be so constructed as to prevent internal movement in the structure itself and also to have sufficient slab strength to distribute concentrated loads over an area proportional to the bearing power of the subgrade.

Portland Cement Prevents Movement of Aggregates

All pavements are made up of aggregates of various sizes held together into one mass by some kind of a cementing material. The stronger this cementing material, the better will be the pavement, and the less tendency there will be to internal movement in the structure of the pavement itself. There can be but little slab or bridging strength unless the adhesive power of the cementing material holding the aggregates together is sufficient to prevent this internal movement in the structure of the pavement or base. There is no material except Portland cement that will prevent this internal movement of the aggregate, and thereby hold them in a mass that has sufficient slab or beam strength to bridge over the weak spots that will occur in the most carefully built subgrade.

If there is opportunity for the aggregates composing the street surface to move, the hammer-like impact of heavy traffic will drive portions of the pavement down into the softer spots in the subgrade and cause an uneven wearing surface. If, however, the base or pavement is properly made concrete of adequate thickness, there will be no internal movement of the aggregate, and the structure will have slab or beam strength to resist this impact and to distribute it over an adequate area of the subgrade.

The practice of weakening the mixture of the concrete, allowing lax inspection and consequently cheap work, and of cutting down the thickness in order to reduce the cost of the total pavement (both base and wearing surface), should never be allowed, as it reduces the very qualities in the concrete that make the pavement a success.

Attention has been directed to both concrete bases for other types of pavements and to unprotected concrete pavements in order to show that in any type of pavement real success is due to the distributing power or slab strength of the concrete.

Accepting this to be a fact there is no justification for placing an expensive wearing surface on top of the concrete unless it has sufficient virtues that cannot be found in the concrete itself to warrant the required large additional expenditure.

There is no need today for placing any type of wearing surfaces on top of concrete in order to obtain wearing ability.

Cement Concrete Surfaces Wear Well

Concrete pavements built of correctly designed concrete mixtures, which have been mixed a full sixty seconds, are of a proper consistency when laid, and are kept wet for ten days, or better for twenty-one days, will afford a wearing surface that is equal to and better than the expensive wearing surfaces sometimes used in city streets today.

There are many instances of concrete surfaces which have been subjected to heavy traffic for six and seven years that show the original broom marks made when they were laid. In one case a dog ran across the green concrete of a city pavement laid in 1913, and left impressions of his feet one-eighth to one-quarter of an inch in depth. That was seven years ago, and in spite of the very heavy volume of traffic that has passed over this street, running as high as three to four thousand vehicles a day at times, the foot prints are as sharply defined today as when they were made. These are silent witnesses of the fact that modern traffic does not wear the surface of a well constructed concrete pavement.

Although a concrete pavement has a smooth, hard surface, it is not slippery, even in wet weather. This is a very vital factor in the congested traffic of most of our cities. In one city where there is almost no concrete pavement there were 91 automobile accidents during March that were caused by skidding on wet pavements. With the exception of careless driving there was no other one thing that caused so many accidents. These 91 accidents would not have occurred on concrete pavements.

Before concluding this paper permit me to touch briefly upon the proper thickness and construction of concrete pavements.

Minimum Thickness of Six Inches

Judging from experience, concrete pavements should not be built less than six inches thick in any location and should be eight inches or over in commercial and manufacturing districts also on streets carrying through traffic.

The concrete mixture should be properly designed, not weaker than 1, 2, 3, should be mixed a full 60 seconds, should be of a plastic consistency, giving a slump test of not over one inch and should be kept wet by ponding or by covering with wet earth for not less than 10 days and better for 21 days. Traffic should not be allowed on finished pavements for 30 days.

The adoption of unprotected concrete pavements for city streets is increasing rapidly with the understanding of their economy and advantages. This is shown by the increase in area from 444,864 square yards in 1909 to 55,279,000 square yards today.

Nine Advantages of Concrete Pavement.

In conclusion, concrete pavements for city streets have the following advantages:

First: Considering their strength and durability, their first cost is low.

Second: They are far cheaper than other types of pavement in ultimate cost, which in the final analysis, is the real test of value.

Third: They have a very low maintenance cost.

Fourth: They may be easily and cheaply repaired in such a manner as to maintain their original smooth surface.

Fifth: They do not become slippery in wet weather, nor when being cleaned by flushing.

Sixth: They are easily cleaned.

Seventh: They are sanitary because they are non-absorbant, are not sticky and have the least number of joints or depressions for the lodging of filth.

Eighth: They are safer to drive on at night, because of their light color.

Ninth: They have the lowest tractive resistance of all types of surfaces.

Therefore, it appears to me that concrete pavements should be adopted as the standard in preparing a "Model Paving Program for a City of 20,000."

(Applause)

II

Chairman: The next speaker is Maurice B. Greenough, Secretary of the National Paving Brick Manufacturers' Association:

Mr. Greenough: Nearly every American city has *some* paved street and recognizes the need of surfacing others as the community grows in population, wealth or civic progressiveness. More or less maintenance and repair are required to sustain, at the highest possible level of efficiency, the serviceability of streets already paved. When reasonable maintenance and repair no longer suffice to prolong, at a justifiable cost, the service-life of existing pavements, reconstruction is necessary. We are persuaded therefore that a program, model in economic paving principles for all cities, is a plan which provides for:

First—Maintenance and Repair: The maintenance and partial renewing of pavements already in use.

Second—Reconstruction: The rehabilitation of pavements whose economic service-life has expired.

Third—New Construction: The building of such additional miles of paved streets as may be required from time to time.

We are invited to discuss a model paving program for a city of 20,000 inhabitants, and the importance of vitrified brick pavements in such a plan. We shall attempt to show the application of the foregoing principles, or established rules, which are general, to our problem that is specific. The relations of brick and other types of pavement to the program will be disclosed by the results of the inquiry upon which this paper is based.

The City of Twenty Thousand

The federal census of 1920, so far as tabulated, finds about 80 cities in the United States whose inhabitants number from 18 to 23 thousand. The population of the average city within these limits should lie close to 20,000. We sent a questionnaire to the city engineers of all the communities in this group. We asked many questions regarding their cities, with particular reference to paving and associated matters. Twenty-one questionnaires have been returned to us, filled with information bearing upon the subject of our discussion.

The representative cities are as follows:

Alliance, Ohio	21,603	Biddeford, Me.	18,008
Ann Arbor, Mich.	20,000	Bristol, Conn.	23,000
Appleton, Wis.	19,687	Carbondale, Pa.	18,000
Arlington, Mass.	18,640	Cohoes, N. Y.	23,829
Barberton, Ohio	18,811	Danville, Va.	22,000
Beloit, Wis.	21,500	Elyria, Ohio	20,467

Freeport, Ill.	20,000	Sedalia, Mo.	21,873
Lafayette, Ind.	22,500	Waukegan, Ill.	19,226
Oil City, Pa.	21,274	Winona, Minn.	20,000
Olean, N. Y.	20,506	Yakima, Wash.	18,539
San Bernardino, Cal. ..	20,000		

Average Population of 21 Cities20,232

What Cities of 20,000 Are Paved With

Altogether, those 21 cities possess 589 miles of paved streets. Two-thirds of the mileage is surfaced with vitrified brick, waterbound macadam and gravel. The precise number of miles of all the forms of paving used, in order of percentage is:

	Pavement	Miles	Percent
1.	Vitrified Brick	202.3	34.3
2.	Waterbound Macadam	95.7	16.2
3.	Gravel	93.8	15.9
4.	Concrete	51.9	8.8
5.	Sheet Asphalt	45.2	7.7
6.	Bituminous Macadam	41.2	7.0
7.	Asphaltic Concrete	19.2	3.3
8.	Six Miscellaneous Types	39.7	6.8
	<i>Totals</i>	589.0	100.0

Vitrified brick, with 202.3 miles, is seen to outnumber the combined miles of waterbound macadam and gravel, and practically to equal the total number of miles paved with concrete, sheet asphalt, bituminous macadam, asphaltic concrete and the six miscellaneous types.

As to the distribution of the various types among the 21 cities, we find that 17 cities are paved, in part, with vitrified brick; with concrete, 16; with waterbound macadam, 12 cities; sheet asphalt, 10; bituminous macadam and miscellaneous surfacings, 9; asphaltic concrete, 5; and gravel, 2.

The average mileage of each type of pavement, per city where used, is: Vitrified brick, 11.9 miles; waterbound macadam, 8.0; gravel, 46.9; concrete, 3.2; sheet asphalt, 4.5; bituminous macadam, 4.6; asphaltic concrete, 3.8; and miscellaneous surfacings, 4.4.

What Streets Are Paved with Various Materials, and Why

We asked the city engineers for the names of the principal type of pavement used in their down-town business districts,

other types for the same location, and the chief types used in residential districts.

Here follows a summary of the replies with respect to the paving, in business sections, of the 21 cities:

Vitrified brick exclusively	14
Brick or durax block	1
Brick or sheet asphalt	1
Concrete exclusively	1
Concrete with asphaltic surface	1
Granite block exclusively	1
Granite block or concrete	1
Granite block or sheet asphalt	1

Replies similarly classified in regard to streets in the residential districts show:

Vitrified brick exclusively	7
Brick or sheet asphalt	3
Brick or bitulithic	1
Brick or asphaltic concrete	1
Brick or bituminous macadam	1
Brick or concrete	3
Asphaltic concrete exclusively	1
Cement concrete exclusively	1*
Concrete or sheet asphalt	1
Concrete or macadam	1
Concrete or bituminous concrete	1
Bituminous macadam exclusively	2
Gravel exclusively	1

*Hassamite.

The reasons assigned by city engineers for the preponderant use of vitrified brick pavements, for business-section traffic, are these:

They give excellent results	4
They withstand heavy traffic	3
They are most economical	3
They are most durable	2
They are easily repaired and adequate	1

The Average Age of the Oldest Pavement in Use

Reference in the foregoing statement to economy and durability suggests inquiring into the service-life of the various pavements. The average age of the oldest pavement is:

1. Vitrified brick	23.7 years
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2. Sheet asphalt	17.0	“
3. Waterbound macadam	15.2	“
4. Bituminous macadam	8.3	“
5. Cement concrete	7.5	“
6. Asphaltic concrete	7.0	“
Average age of all senior pavements	13.1	“

The Established Position of Brick Pavements

Before passing on to the next phase of our discussion, let us sum up what amounts to the precedent for the use of vitrified brick in a model paving program for a city of 20,000. This survey of 21 such cities, in all parts of the United States, has shown brick to have the following standings, as noted:

Amount Used: Thirty-four and three-tenths percent of the pavements in cities of this size are of vitrified brick. This is more than twice the amount of the pavement having the next largest mileage.

Where Used: Seventeen of the 21 cities studied use vitrified brick pavements, averaging 11.9 miles per city. The type of pavement nearest to brick in this respect is used in sixteen of the same number of cities, but averages only 3.2 miles per city.

As a Pavement for Business Streets: Vitrified brick pavements are used exclusively for business-street paving in 14 out of 21 cities, and as an alternate, in two cities. One other material, the nearest to brick, is used exclusively but once and alternately twice.

For Residence Streets: Brick is used exclusively for residence-street paving in seven cities and as an alternate with five other types. The nearest type of pavement to brick, in this respect, is used exclusively in two cities.

Age: The average age of the senior brick pavement in the 21 cities is 23.7 years. The next pavement in seniority has an average oldest age of 17.0 years.

We submit that the foregoing facts show brick to be the leading pavement in the improvement of streets in cities of 20,000 and that its position may not be successfully challenged. Let us now turn to consideration of the typical city of 20,000 inhabitants and the measure of a model paving program for it.

The Nature of the City of 20,000

We recall that the average population of the 21 cities cited at the beginning of this paper, is 20,232. The area of the typical city is 4,094 acres. The community has 70.7 miles of dedicated streets of which 28.2 miles are paved. The value of real property is \$14,025,000.

The variations are very great, however, in the actual values from which the typical averages are derived. A wide range separates extreme, and mean and extreme values, on all points except population. The diverse composition of cities of the same size is strongly emphasized.

A few illustrations: The minimum real property valuation is \$5,153,000 at Sedalia. The maximum* is \$26,000,000 at Ann Arbor. Sedalia has the least area also, 1760 acres. Bristol has the largest with 16,000 acres. Carbondale has the lowest total miles of dedicated streets with 35. Bristol, as might be expected, has the highest, with 150. Sedalia leads in density of population with 12.4 persons per acre, and has the least per capita real property valuation, \$236. Bristol has the minimum population per acre with 1.4 persons as the figure.

Ann Arbor has the largest per capita real property valuation, \$1,300 per person. The typical city has 5.0 persons per acre and a per capita real property value of \$692.

A Model Paving Program Measured

A casual comparison might lead us to believe, for instance, that because Beloit has three times the real property valuation of Sedalia, it should have three times as many miles of paved streets. As a matter of fact, Sedalia has 32 miles of paving and Beloit, 35 instead of the 96 the comparison would indicate. This illustration serves no more than to point to the risk of forming unsound conclusion from superficially drawn comparisons.

It does not necessarily follow that because one city of 20,000 inhabitants has 40 miles of paving that any one of as many as ten others ought to have the same number of miles. We must seek farther for a basis of proper comparison. We shall find one in the relations between real property values and the *percentage* of paved streets. And we shall also find that this proper basis of comparison, at the same time, gives us the measure of what a city of 20,000 population ought to have and to do in the way of paving.

Students of paving economics have long known that land abutting a paved street is worth more per unit of area, other things being equal, than land on unpaved streets. The more paved streets a community has, the higher should be the total real property valuation.

Of course the general level of real property values, from which the paving increment is measured, is not necessarily the

*The real value at Alliance, while it is higher than at Ann Arbor, is based upon the assumption that real values are about 75 percent of the total real and personal values. This estimate is approximately correct. It is made necessary because Alliance reported no real property value.

same for all cities, even those of the same size, for many complex factors of economic and social significance, of no relation to paving, have to do with the determining of values in any community. But admitting a varying level of values in as many cities as may be named, of the same size, we find that there is a fixed relationship, common to all the cities, which gives us a safe index for comparison.

The Index Evaluated: If we compute the percentage of paved streets for each of the cities which constitute the basis of this inquiry and determine the average value* per acre of real property for each, we have the necessary factors. The accompanying figure shows the plotting of these coördinate points. The index we are seeking is found to be represented by the straight-line graph whose equation is:

$$P = \frac{V - 1000}{75.2}$$

where $V =$ Average Value of Real Property per Acre and $P =$

The Percentage Ratio of Paved Streets to the total mileage of dedicated streets.

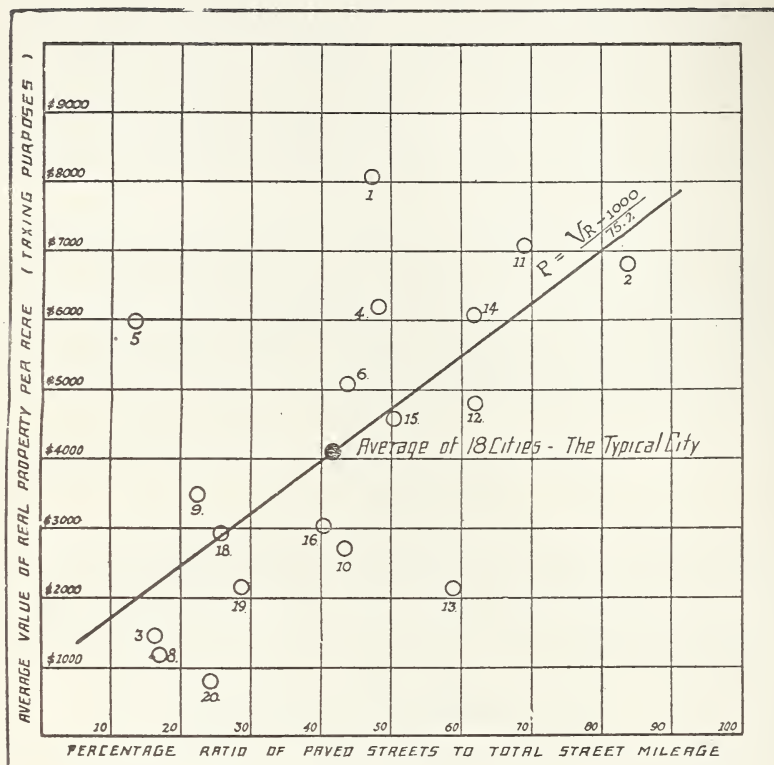
The Practical Use of the Criterion

The principal uses of this criterion or index are two in number:

First—Any city of 20,000 inhabitants may judge its comparative position with reference to another city of 20,000 in respect to paving improvements.

Second—A means is provided to estimate the amount of new construction, subject to adjustment to fit local conditions, that a city of 20,000 will require in any given period of future time.

*The real property values are as appraised for taxing purposes. The writer recognizes that uniform methods do not prevail for assessing these values.



The first application of the index is largely of general interest, from the standpoint of rivalry. It enables a city to tell whether it is keeping pace, in paving progress, with other cities in the country of equal rank.

The second use of the index is by far the more important. It furnishes a rather definite criterion to guide a city in the fixing of its prospective paving requirements during any coming period of time. Thus by estimating the probable average value of real property at the end of five years, say, which any city can do with reasonable accuracy, the equation or curve will show the normal percent of paved streets which the city should possess at the expiration of the period.

To illustrate: Suppose our typical city, which has an average real property value of \$4,132 per acre and 41.6 per cent of paved streets, out of a total street mileage of 70.7, estimates that its real property will be worth an average of \$4,600 an acre at the end of five years. The city should then have 47.8 percent of

its streets paved, or 33.8 miles. It now has 28.2 miles. Therefore to keep up to the prevailing practice for cities of 20,000, our typical city must build 1.12 miles of new paving per year for the next five years. Thus by the use of the relation, with due regard to local conditions that may modify the values somewhat, the determination of prospective paving requirements, in terms of totals, is at least partially lifted out of the realms of conjecture.

The following table gives the percentages of paved streets that correspond to each \$500—increment in average real property values, according to the relation just derived:

Value	Percent
\$1,000	0.0
1,500	6.6
2,000	13.3
2,500	19.9
3,000	26.6
3,500	33.2
4,000	39.9
4,500	46.5
5,000	53.2
5,500	59.8
6,000	66.5
6,500	73.1
7,000	79.8
7,500	86.4
8,000	93.1
8,500	99.7
8,520	100.0

Who Pays for Street Improvements

The paving problem cannot be considered without special consideration of the point of view of the taxpayer. To a large extent the cost falls upon the property owner and he pays most of the bill in direct taxes. A brief review of just what the taxpayer's part is in street improvements in the city of 20,000 is pertinent.

Identity No.	City	Proportion of Cost of New Construction borne by Abutting Property	Proportion of Reconstruction
1	Alliance, Ohio	98% less intersections	50%
2	Ann Arbor, Mich. .	80%	Not any
3	Appleton, Wis.	100% less intersections	Not any
4	Arlington, Mass. ..	100%	Not any
5	Barberton, Ohio ...	98% less intersections
6	Beloit, Wis.	85%	Depending on first cost of pavement
7	Biddeford, Me.	Not any	Not any
8	Bristol, Conn.	33 $\frac{1}{3}$ %	Not any
9	Carbondale, Pa. ...	100% less intersections	Not any
10	Cohoes, N. Y.	50%	50%
11	Danville, Va.	Not any	Not any
12	Elyria, Ohio	66 $\frac{2}{3}$ %	50%
13	Freeport, Ill.	80%	80%
14	Lafayette, Ind. ...	100% less intersections	100% less intersections
15	Oil City, Pa.	100% less intersections	Not any
16	Olean, N. Y.	100% less intersections	Not any
17	San Bernardino, Cal.	100%	100%
18	Sedalia, Mo.	100%	100%
19	Waukegan, Ill.	Nearly all	Nearly all
20	Winona, Minn.	100% less intersections	100%
21	Yakima, Wash.	100%

Table—Showing Proportion of new paving and reconstruction cost paid by abutting property.

The proportion of the cost of new construction that falls upon abutting property is large but quite variable. No one method is in the majority according to the returns from the 21 cities. The leading method is that whereby the property pays 100 percent less the cost of intersections—the intersections being paid for out of the general funds of the city. In 62 percent of

the cities, more than 98 percent of the cost, less intersections, is charged to abutting property. In two instances none of the cost is borne by abutting property. A detailed statement, in order of the proportion paid by property owners, follows:

1.	100 percent	4 cities
2.	100 percent less intersections.....	7 cities
3.	98 percent less intersections.....	2 cities
4.	85 percent	1 city
5.	80 percent	2 cities
6.	66 2-3 percent	1 city
7.	50 percent	1 city
8.	33 1-3 percent	1 city
9.	0 percent	2 cities
<i>Total</i>		21 cities

The various proportions of the cost of reconstruction paid for by abutting property, in order of amounts, is as follows:

1.	100 percent	3 cities
2.	100 percent less intersections	2 cities
3.	80 percent	1 city
4.	50 percent	3 cities
5.	0 percent	9 cities
6.	Depending on first cost	1 city
	Not reporting	2 cities
<i>Total</i>		21 cities

The entire cost of maintenance and repair is paid out of the general fund in these cities, but derived, nevertheless, from taxation.

Brick Pavement Popular and Durable

We have outlined what we believe to be the fundamental basis of a model paving program for any city—adequate provision for maintenance and repair, reconstruction and new construction.

We have established a basis for measuring the amount of new paving that should be built by a typical city of 20,000, under such a model program.

We have established the importance of vitrified brick pavements in such a program by showing that, in cities of 20,000:

1. Brick pavements lead in mileage.
2. More cities in the class named, use brick pavements than any other type.
3. Brick pavements lead in exclusive preferment for business-street paving.

4. They lead in preferment for residence-street paving.
5. They serve the public longer in use than any other pavement.

We have cited the authority of city engineers that brick are most economical and durable; that they withstand heavy traffic the most effectively.

If any paving material can equal vitrified brick in length of service, in all parts of the country, under all conditions, and satisfy taxpayers over an equal period of years, and have equal prospects with brick for future use, then that material must conclusively demonstrate:

First—That it possesses the inherent toughness and hardness of brick that enables it to withstand the wear and tear of traffic and the destructive forces of nature, at minimum cost of upkeep.

Second—That it possesses a surface at once wear-resistant and favorable and safe for traffic.

Third—That it equals in sanitary qualities those which are inherent in vitrified brick by virtue of their dense and impervious structure.

Fourth—That it equals brick in universal availability and adaptability to local requirements.

And now we submit, that, if there is such a material, the records of paving history in cities of 20,000 population in the United States do not disclose its name or character.

(Applause)

III

Chairman: We will next hear from Mr. J. E. Morris of the Barber Asphalt Paving Company.

Mr. Morris: Mr. Chairman and Gentlemen: At the outset I want to express the very sincere appreciation not only of myself personally but of the Barber Asphalt Paving Company which I have the honor of representing today, for the kindly consideration of your association through your very efficient executive secretary, in giving us an assignment on your program. I have enjoyed very much indeed the very admirable paper which was read by Lieut. Col. Boyden of the Portland Cement Association, and the address by Mr. Greenough of the National Paving Brick Manufacturers' Association has been extremely interesting, and I am anticipating with pleasure the paper that will follow mine by Mr. Sheidler.

There are a great number of questions which will confront a city manager for solution, in planning and preparing a model paving program for a city of twenty thousand people. Such a program will depend to a very considerable degree upon the availability or scarcity, in his particular zone or territory, of certain materials essential to the building of any one or more

of the generally recognized types of standard pavements. It will depend, oftentimes, upon the extreme width or extreme narrowness of certain streets and the traffic to which they will be subjected after their improvement. Furthermore, the kind or type of base or foundation to be specified, should be decided upon only after the most painstaking and careful investigations have been made as to the nature of the sub-soil, and, after final determination has been made of the foundation, ample provisions should be made for the very necessary drainage.

No Hard and Fast Rule as to Type

It goes without saying that no hard and fast rule can or will be applied by the discriminating city manager in drafting his paving program, for it is axiomatic that he will not find it feasible, economical or necessary to specify for his outlying residential streets, the same high-class, service-proven type of paving that he would select for his main central arteries of traffic.

I am assuming, owing to the fact that representatives of types of pavements other than asphalt, have been assigned on your program, that it was your distinguished secretary's intention that I should discuss briefly, asphalt pavements, and in so doing, I want to say that my work for a long period of years has been devoted exclusively to the promotion of the several types of asphalt construction. Although a Western man by birth and breeding, it was my good fortune to have spent some six years in promotional work in the New England territory, with headquarters in Boston, and during these years, I, on more than one occasion, recommended for certain streets, a unit type of pavement, such as asphalt block, granite block or brick, rather than monolithic sheet asphalt, asphaltic concrete or asphalt macadam, and my recommendations in these instances were made, because the particular streets in question were extremely narrow (and there are many such in the various cities of New England) with a single car track, where the distance on either side from the track to the curb, did not exceed nine or 10 feet. These streets carried heavy steel tired traffic, which was necessarily concentrated in one narrow groove, hence my recommendations.

Granite Block for Heavy Steel-tired Traffic

The question was frequently propounded to me in various New England cities—What type of construction would you recommend in such and such a street?—and my answer then, as it is now, was that all the clearly proven, meritorious, suc-

cessful types of pavements had their uses, and in illustrating this point, I frequently referred to Atlantic Avenue and Beacon Street, two well-known, famous streets in the City of Boston. Atlantic Avenue runs along the water front of Boston Harbor. Overhead are the tracks of the Boston Elevated, and on the surface of the streets are two double car tracks. The district surrounding this street abounds with wholesale and commission houses, freight depots and numerous wharves, on which are loaded and unloaded all freight from the coast lines, and inter-oceanic trade. In short, it carries the heaviest tonnage—much of it horse drawn and steel tired—of any Boston thoroughfare. Its surroundings are noisy, and no honest, right minded paving man, in my judgment, could make an inspection of traffic conditions on this street without instantly agreeing that it was a unit block street, and preferably granite block, because these are taken from the granite hills of New Hampshire and Massachusetts.

The other picture is of Beacon Street, extending from near the state capitol of Massachusetts, and running south-westerly through Boston and the adjacent town of Brookline—a famous thoroughfare, reminding many European travelers of some of the famous streets in the capitals of the old world,—a thoroughfare perhaps from 40 to 50 feet in width, with palatial homes and artistic surroundings on either side. An inspection of that beautiful street by any reliable, efficient paving man would, I am sure, bring forth the instant acknowledgement that it was made to order for the standard pavement of the world, a smooth, dustless, sanitary and resilient sheet asphalt pavement. No other type of construction has ever, in recent years been considered by Boston officials, through ever changing administrations, for this street, and I am sure that no other would so completely harmonize with its artistic environments.

More Asphalt Pavements than All Others Combined

The city manager, in devising and preparing a paving program, is going to be guided to some extent, consciously or unconsciously by the results obtained by other cities in various climes and latitudes, with their past and present pavements. In every sphere of human activity, right thinking, forward looking men, while in no sense slaves to the fetters or precedents of the past, are guided nevertheless by the successes of long established usage. And so I present for your consideration the fact that in the municipalities of the United States to-day, there is a larger mileage or yardage of asphalt pavements than the sum total of all other types combined. This includes, of course, sheet asphalt, asphaltic concrete, asphalt macadam,

built by both the mixed and penetration methods, as well as other bituminous pavements in which asphalt is used as the binder or cementing agency.

The first asphalt pavement laid in the United States was in Newark, N. J., in 1873. In the same year a short section of Trinidad Lake sheet asphalt was laid near the Worth Monument in New York, and this type of construction won instant favorable recognition almost overnight. In 1876 the Congress of the United States appointed a joint committee of senators and representatives to investigate the then existing types of pavements, and recommend the most suitable type for the paving of historic Pennsylvania Avenue in the City of Washington. This committee, after wide and impartial investigation, recommended sheet asphalt, and Pennsylvania Avenue was laid with this construction, and was built with asphalt taken from the famous lake on the Island of Trinidad, and today there are in Washington approximately 3,300,000 square yards of asphalt pavements; approximately, 2,700,000 yards or 9/11ths of this total yardage have been built with the great native lake asphalts, Trinidad and Bermudez.

Durability of Asphalt in Washington

I want to digress for a moment to read you an excerpt from an article appearing in the Engineering News Record, on October 7th, of the present year, written by Major F. S. Besson, assistant engineering commissioner for the District of Columbia.

For a decade or more it has been considered that Washington's asphalt streets give an average service of twenty-five years. To accept this as true to date and to maintain this status with 3,334,157 square yards of pavement in place, 120,000 square yards of resurfacing should be accomplished this year, and the amount should increase 2 per cent yearly in order to keep pace with additional new construction. Such an ideal has not been achieved in the past. If it had the average age of all Washington asphaltic pavements would be $12\frac{1}{2}$ years. To the contrary, there are 670,000 square yards beyond 25 years of age and the average age is close to 16 years. Of late years, instead of increasing the resurfacing yardage accomplished each year has been decreasing. Though 330,000 sq. yd. with an average age of 29 years may be listed for resurfacing, appropriations are sufficient to carry out less than 50,000 sq. yd. For the future it must be considered that instead of 25 years, 30 years of service are rendered by the average Washington sheet asphalt pavement. Instead of a synthesis of engineering principles governing, the real criterion is "Satisfy the Public."

I know that you gentlemen have all traveled extensively, and are familiar with the pavements in most of our large American metropolitan centers, and it seems superfluous in this presence, to mention New York, Chicago, Philadelphia, Detroit,

Boston, St. Louis, Buffalo, Cleveland, New Orleans, Milwaukee, Columbus, Louisville, Toledo, and Kansas City as a few of our American cities which are known as asphalt cities owing to the fact that by far the greater part of their pavements are of asphalt construction.

And so I submit, that if sheet asphalt has proven and demonstrated its worth throughout the years on the Victoria and Thames embankment in London; on Fifth Avenue in New York, which is unquestionably the most heavily traveled thoroughfare in the Western hemisphere; on Broad Street, Philadelphia; on Euclid Avenue in Cleveland, on State and Madison Streets in Chicago, or on High Street in Columbus, and on hundreds of other well known thoroughfares of our great cities, that any city manager could not be justly condemned or criticised if he selected this proven type of construction for his principal downtown arteries of traffic.

And so, my model plan of improvement for the heavily traveled streets would be a 6" cement concrete base with 1 ½" binder, and a 1 ½" sheet asphalt wearing surface built and constructed with the best asphalt—an asphalt that has demonstrated itself in the most crucial of all tests—the service test of time.

Asphaltic Concrete for Residential Streets

For the residential and streets of lighter traffic, I should consider an asphaltic concrete pavement on a cement concrete foundation of sufficient thickness to withstand the present and contemplated future traffic. If, however, there were on any of these residential streets old waterbound macadam pavements, I should utilize that macadam base for the foundation for a 2" asphaltic concrete pavement, or if I were situated in New England or any other section of the country where there was available, within reasonable distance, a good quality of trap rock, lime or other hard stone, I should design and build asphalt macadam highways by the penetration method—always specifying a coarse stone wearing surface, the stone ranging from 1 ½ to 2 ½ inches in diameter for the mineral aggregate, and I should also be careful to use an asphalt binder of recognized quality and worth.

I have in mind now a little city of twenty-five or thirty thousand people not far from Boston—the city where one of the distinguished members of your Association officiated as city manager, and resigned some months ago to accept a promotion elsewhere. I refer to the city of Waltham, Massachusetts, and to Mr. Bingham, now city manager of Watertown, New York, and who formerly occupied the same executive po-

sition at Waltham. In Waltham some 60 days ago, our Massachusetts representative was told by some of the present Waltham officials that Main Street, running from the Boston & Maine tracks to the Waltham line, and Moody Street, one of the principal business thoroughfares of the Watch City, were the two best streets in that city, and they were both built while I was working in the New England field, and I sold the asphalt that entered into their construction. Both of these streets are asphalt macadam, built with a coarse hard stone in the wearing surface and bound with a native lake asphalt binder. Main Street was built in 1914, while Moody Street was constructed one year later, and my information is that there has been no appreciable maintenance expended on either of these streets up to the present time.

And so, to recapitulate, in my judgment, an attractive paving program for a city of twenty thousand, would consist of sheet asphalt for the main streets and principal arteries, and either asphaltic concrete or asphalt macadam for the residential and more lightly traveled thoroughfares, and my choice between these two latter types of construction would be governed largely by the availability of stone and sand.

And in closing, whether you agree or disagree with my conclusions—whether you select asphalt, a unit pavement, or some other kind of bituminous construction, I want to leave one thought with you, and that's this:

Citizens Willing to Pay for High Grade Pavement

That the American people from Maine to California—from Florida to the waters of Puget Sound, are as a whole and in the mass, fair and reasonable. They expect and are willing to pay fair and equitable prices for their municipal purchases, as they expect to do for their personal requirements. If you give them a first-class pavement, honestly built and conscientiously constructed, for a fair, decent price, they will be profuse in their commendations, but if you attempt to save a small percentage of the total cost of the pavement, by buying and using the cheapest and most inferior materials with the usual results, a disappointing and short lived piece of work, they will hold you responsible and they will turn a deaf ear to all your explanations and alibis when you tell them that you were attempting to save a few cents per square yard, in the original cost, and that that was responsible for the failure.

If I were city manager or other municipal executive, I should apply the same sane, discriminating methods in my municipal purchases and that we all, as business men, employ in our personal affairs. The best, whatever the article or com-

modity may be, is not going to be the cheapest, and I lay down that principle as being as fixed and immutable as the stars.

And so, if I were going to build a brick street, I should insist upon having the best brick obtainable, and expect to pay the price which quality always brings, and if I were going to choose asphalt, I should select one that has been tested in the crucible—one of tried and proven merit, and there again I should expect to pay a fair and equitable price. I thank you (Applause).

IV

Chairman: The fourth paper is by Mr. P. K. Sheidler of the Barrett Company.

Mr. Sheidler: With no specific governing elements as to local and through traffic caused by topographic conditions; and without such important facts as location of freight stations, manufactories and local heavy trucking routes, heavier than through traffic, it will be impossible to handle the subject of this paper with any degree of definiteness, other than to assume possibly two major streets running in each direction and at right angles to each other and calling them business streets for a region near their intersection. For the purpose of this paper the remaining portions of these four streets, and all other streets may be called residential.

A town of 20,000 population would possibly provide a local traffic of 2,000 vehicles per day as a maximum. The through traffic will not be much additional and could be included in the 2,000 vehicles to make up for the many days the census would show perhaps only one-half what I have stated.

Now our problem begins with the selection of a type of pavement for the main streets.

Chicago and New York No Criterion for City of 20,000

If a block or sheet surface is all that is required in our cities of New York or Chicago, or in other cities whose population is counted in millions, and whose congested districts carry intensely dense traffic, it is certainly going a long way to say our little cities of 20,000 population need the same kind of pavement. It would seem that if this be the case there would be no need for both a Ford and a Packard type of automobile, except to indicate luxury. Certainly the main streets in our 20,000 town do not have the requirements of New York or Chicago.

On the other hand we do not exactly believe we can say the type can be dependent alone on the number and weight of vehicles per day, but should be selected after a consideration of other items such as:—ease of maintenance, behavior under

heavy standing loads, available local materials, grades, percentage of horse-drawn vehicles, etc. Even the item of horse traffic does not warrant the consideration it formerly did. A city engineer told the writer recently that a western city had only recently passed an ordinance limiting use of their streets by horses, for only two years more.

Probably on account of horse drawn traffic, block pavements have been almost universally used in at least some parts of the so-called "downtown" sections of our cities. This custom has come down from the time when other types of street surfaces were ever given any respectable degree of inspection or design in their making. All other kinds just grew, like Topsy. This has resulted in a block pavement being thought of without any study being given to the requirements.

Problem of Foundation Most Important

In my opinion, the type of street surface for such locations is not nearly so important as the foundation. It has been because we, as a whole have been negligent in our attention to foundation design that the selection of different types of wearing surface have occupied more of our time than perhaps necessary. If an engineer be designing a building or bridge he will figure the weights and loads coming down through his structure which must be transferred to the earth. It resolves itself into thicknesses and areas. Why is the road problem any different than the bridge or building problem, when it comes to transferring a load to the earth?

You have often heard the expression, "This road has awfully heavy traffic, we'll have to use a rigid type of pavement here."

Suppose following the same line of reasoning, the architectural engineer would say, "This building is going to be 20 stories high instead of six. I can't use concrete for this foundation, I must use solid iron." Instead of using solid iron foundations, he simply increases his areas and thicknesses of foundation so as to get the same bearing pressures and crushing strengths in the two cases using the same material.

Is it so important that we shift from one material to another for our foundations simply because the superimposed load, above, on the wearing course, changes in character? Why not merely increase the thickness of our foundations or use binding agents to give more elasticity and deflection under load?

All this leads up to the feasibility of macadam either plain or tar bound, as a foundation for block pavements. When such old examples of rolled foundations are found that are still smooth and satisfactory why get scared of heavier truck loads?

Why not double up on the foundation thickness and distribute the load over a larger area?

If the authorities cannot feel satisfied that a well built penetration wearing course built on an adequate foundation is going to look at home on their front street, even though it logically fulfills the technical requirements, and seems to handle this amount and kind of traffic elsewhere, then certainly the cheapest mixed or block pavement should be selected and could be laid on the rolled type of foundation.

Macadam Base and Soft Filler Easily Cut and Replaced

More recent specifications are calling for "Black Base" which is either tar penetration (hot or cold) or a mixed base similar to mixed tops. A macadam base permits easy service cutting and replacement.

If a block surface be used, owing to the many times it must be opened, it should be laid with a soft filler to permit easy removal of the blocks and to waterproof the substructure when in place. A small amount of cold refined tar (10%) should be mixed with the sand cushion of all block pavements to prevent its shifting, especially on streets carrying car tracks. When it comes to the remainder of the streets of our hypothetical town they, without a doubt, could all be adequately handled with the penetration method. The least traveled of them could even be built of water bound macadam and surface treated as required in order to keep the surface from wearing by auto and by weathering.

Specification for Tar Penetration

The specification that should be used in the penetration wearing course is the three coat, or double seal specification, which calls for the first application of one and one-half gallons per square yard of a refined tar binder at 200° to 250°F. immediately followed with a thin spreading of three-fourths inch hard chips which are rolled into the voids. A second application of three-fourths gallons to one gallon of the same kind of refined tar is then made and immediately covered with one-fourth to one-half inch hard stone chips and thoroughly rolled and opened to traffic before the final application of tar. After traffic has been using the street for several weeks, it should be swept clean of dust, and treated with one-half gallon per square yard of a cold refined tar of specific viscosity of about fifteen and after being allowed to stand if possible, twenty-four hours, covered with coarse sand and opened to traffic.

This specification is recommended for city use and if prop-

erly followed will resemble sheet work or bituminous concrete in texture.

This penetration handling is very convenient as it requires a minimum of equipment and is very reasonable in first cost. It also lends itself to many places in a city's paving program, especially in street repair where its convenience, coupled with results obtained are in its favor. It can be used, for instance, in putting a new smooth surface on old worn granite or other block streets.

Penetration Macadam on Old Work Pavement

In a city of 20,000, thirty miles from Cincinnati, the main business street has a tar penetration macadam surface. The street was originally brick on a concrete foundation, built in 1901. This street gradually became so uneven from wear and settlement that it was decided to replace it with a wood block pavement on a new foundation, as soon as the money could be provided. In the meantime the engineer and commission wanted to smooth up this surface for the traffic and did so by filling up the larger depressions with water bound and penetration macadam patches and placed thereon a tar penetration macadam, feathering it down at the edges and terminating it about four feet from the curb. This tar penetration was built with the latest specification already outlined which calls for a seal treatment of lighter tar than the binder a few weeks after traffic has been turned on. One-half of this street has had three years' wear and the remainder two years without one cent for repair. The original cost of this penetration was 88 cents per square yard.

In a similar way one of our western cities of over a half million population has successfully covered a granite block street with a tar mat to make it noiseless and smooth for travel.

The results secured in such instances must mean that we have for a long time regarded penetration macadam as out of place on the main streets of a small city. No doubt penetration macadam has been discredited in some places because not enough importance has been placed on proper foundations. Regardless of the pavement surface, sufficient foundation must be used to support the loads that it must carry, and this foundation must be placed on a proper subgrade, which can be obtained only by adequate handling of drainage.

We are certain that many of you would be surprised to see what results can be obtained from tar penetration macadam if the above requirements for good construction be fully met. Engineers have not all agreed whether a monolithic foundation is necessary to bridge a pavement over soft spots, or whether

the foundation should be allowed to follow the settlement at the soft spots, because while one engineer uses a rigid structure in the first instance, later on some other engineer explains the failure of the rigid structure by saying soft spots or subsoil conditions were at fault.

Traffic Bound Macadam Often a Good Base

Practically in every case of a main street improvement of a city of 20,000 population the thoroughfare was originally a country road, and very likely has gone through all the stages from a mud road to traffic bound macadam. This slow process of evolution is the best method of building a foundation and would insure better results than could be secured by digging out this material and throwing it away.

The Dixie Highway beginning at Toledo city limits and running north illustrates what can be done with the old material as a foundation. A tar penetration on this excellent foundation has been carrying this heavy traffic for ten years with very small maintenance cost, while the Dixie north of this, of rigid construction, has suffered although only from two to four years old. Of course it must be recognized that changes of grade and alignment call for individual handling, but these illustrations should warn us that we might be throwing away savings of a score of years for something not as substantial, but more expensive.

Those of you who have been reading the notes in the columns of the Engineering-News Record of the editor in his travels through Europe since the war will remember the comments made during his trip in England and Scotland where the engineers apparently have realized and studied these problems for many years. In order to bring some of these ideas again to your mind I would like to quote a few abstracts from the notes made by this editor, who has had the advantage of latest American practise in road and street construction under heavy traffic. While in England he writes:

England Uses Tar Macadam

To the American observer the universal adoption here of the bituminous road occasions surprise. We are accustomed to thinking of concrete and brick as being, with bituminous pavements, the standard types of construction for heavy traffic. Never once have I heard the concrete road proposed as a solution of the British road problem, but when I have brought up the subject a lively interest has been shown. The concrete road, however, is distinctly out of the reckoning here. Brick is even less in mind.

Moreover—and this must have special emphasis—the bituminous pavements *are not laid on a concrete base*, but on the old macadam.

A solid roadbed having been secured and the metalling having been consolidated by years of traffic, the old waterbound macadam pavement is

a very excellent base for the tar macadam or asphaltic top. British expectations regarding this construction have been fully realized and the thousands of miles of it in use show that for conditions here a concrete base is not required.

British engineers insist upon proceeding cautiously. Their traditions and their outstanding success in road work fully justify them in knowing whether they are going before they start on large outlays.

There is quite general doubt as to the satisfactory qualities of concrete as a wearing surface. This may be due, in part, to the failures of the experimental sections, but probably more largely to a partiality, fully warranted by their experience for the bituminous surface.

Tar macadam was cheap before the war, costing from 3s. 6d. to 4s. per sq. yd. (from about 85 to 96c per sq. yd.) including the scarifying, reshaping and rolling of the old macadam base. With the excellent foundation afforded by the old macadam there was no reason for laying a more expensive pavement—and more expensive, concrete would have been.

There is doubt whether, in the long run, concrete will prove to be cheaper than other pavements. British engineers listen attentively when I tell them that our maintenance costs for the pavement itself are less than \$100 per mile per year for an 18-ft. width. That figure impresses them, but they advert to the relatively short period of our experience—say, 7 to 8 years—and ask what it will be after 15 years, when we may have had to put on a bituminous topping.

As to bituminous construction, there are a number of types in use. Tar and pitch are used to a very much greater extent than asphalt.

Tar-macadam is, from my observation, the favorite type, using blast-furnace slag as an aggregate where obtainable. Granites and adhesives are also used for aggregate, though the general experience here is that they do not give as good results as slag. The latter has little or no free sulphur in it, and carries from 30 to 40 per cent of lime. Practice varies as to thickness—from 3 to 4½ inches—but universally it is laid in two courses, a 2 or 2½ inch stone for the bottom course and 1½ inch stone for the top. The stone is coated hot at the quarry or at a central plant, then shipped to the job and laid cold. After the two courses are down the surface is sealed with tar (about 1/6 to 1/5 gal. per yard) and the top covered with ¾ inch granite chips. These roads as a rule are given a tar-spraying annually, at the pre-war cost of about 2½d. (about 5 cents per yard). This would give an annual spraying cost, for an 18 ft. road, of about \$500 per mile, and for the first 8 or 10 years this is the only maintenance cost.

The penetration type is also used. It is here called "pitch grouting." I had the pleasure of going over the truly remarkable highway system of Midlothian County, Scotland, where the county surveyor, Mr. W. H. Ellacott, has used the penetration method extensively and successfully. It is done much after the methods we use in the United States, the grouting material being pitch, (the residuum from coal-tar distillation) fluxed with creosote oil. At Liverpool, the city engineer, Mr. John A. Brodie, has also used the penetration method successfully. He showed me many miles of it carrying, as it does in Mr. Ellacott's county, heavy traffic. Some of it has been down 20 years, with very little maintenance. One street has been laid 14 years with not a single spraying. It was still in fine condition. Mr. Ellacott sprays even his grouted roads every year, though often only the center needs the annual treatment.

Treating Water-bound Macadam with Tar

On secondary residential streets a plain waterbound macadam can be built and the automobile wear kept to a minimum

with surface treatments, of a cold refined tar and cover of pea gravel or stone chips. This kind of pavement is holding an average of three thousand vehicles per day on the state highways of this country.

Should you have gravel streets built of true gravel with a maximum of stone and you have found it necessary to put a layer of gravel on them every year or so you might try rolling them down to an even crown and grade waterbinding and then after cleaning the dust from the surface with a street broom, treating with a light refined tar in one or more applications depending on absorption of the tar.

Several cities, towns and counties in this neighborhood have secured satisfactory results with gravel treatment, both with and without cover on the tar application. Gravel treatment should however be handled cautiously as not all gravels are alike nor does their treatment result the same in every instance.

The gravel is the lowest type that can be treated with refined tar. It is impossible to obtain satisfactory results by treating dirt or earth and it should never be attempted.

There is one phase of city street improvement that seems to be highly important and can be handled at small expense. Every city has a very large proportion of residence streets that have come up from the original mud street. The first improvement being perhaps a gravelling on part or all the width. Later possibly limestone either traffic or waterbound has been added. These streets are good streets as a whole but possibly have become uneven, rutted, potholed, etc., from service cutting, traffic and water washing. There is usually sufficient metal in the street to hold up the traffic for many years to come, or a small addition of stone can be made to produce the proper thickness of foundation. This street has been in the building for perhaps 50 years and has arrived at its final settlement. You couldn't build a new foundation as good as this old street, therefore, why not use it for a foundation? Scarify it lightly to bring it to an even surface, and rearrange the metal to make your crown and grade, then put on a single layer of stone 3 or 4 inches thick, roll and penetrate it with refined tar, 3 applications, according to standard specifications and you have given your citizens a cheap repair which is equal to or better than a new street where a new foundation had to be built.

One city I have in mind has annually been topping such streets to the extent of 200,000 square yards per year and is gradually replacing streets that need constant patrolling with those that go years without any more than an occasional sur-

face treatment. This topping cost has run from 55c per sq. yd. four years ago to \$1.00 per sq. yd. last year.

This method of topping need not be confined to old gravel and macadam streets or roads. Within the past year there has been a noticeable tendency to top worn and rough block and concrete streets with a three coat penetration top which results in a surface just as smooth as a bituminous mixed or sheet job if the inspection and care is given to the construction, that would be given to these kinds of pavements.

Value of the Cold Patch

There is another use of tar which is growing very rapidly. It is the cold patch. This material is mixed with cold chips and after curing a few days is used for patching in all kinds of street surfaces, granite, brick, sheet asphalt, concrete and macadam. The hardening of the patch is secured by the evaporation of the cutting back agent. This material is fluid at ordinary temperatures, and is shipped either in barrels or tank cars. It is recommended that the mixing be done at a central plant, in a concrete mixer and hauled to various locations by truck from the curing pile. The cold mixture is simply placed in the hole or depression after it has been cleaned out thoroughly and is compacted either by traffic or a roller, depending upon the nature of the traffic.

Let me add in closing that no matter what street construction plan is adopted your citizens are only going to get the maximum benefit from their street expenditure if every street is kept up to the top notch for its type. Dirt streets must be kept shaped and dragged. Gravel streets, too, need the same kind of attention and surface treatments if they will take them. Macadam needs cold patching and surface treating, bituminous pavements need patching and surface treatments. Even block streets need constant inspection and care to keep them in perfect shape. In the end these stitch-in-time methods are cheapest.

(Applause)

V

Chairman: I am sure we have all enjoyed the four papers and appreciate very much the gentlemen coming before us. We now have a few minutes for discussion and I am sure any of these gentlemen are willing to answer the questions you want to ask. In rising to the floor please state your name and address so that the stenographer can get them.

Resurfacing Worn Asphalt Block

M. H. Turner, (Ashtabula, Ohio): I would like to ask Mr. Morris what method he would advise in repairing or repaving streets paved with asphalt blocks on a gravel and concrete foundation. We have both. The asphalt blocks are disintegrating and would it be possible to resurface them with asphalt, using blocks as a foundation?

Mr. Morris: In answering that question as to the blocks which are laid on the concrete base, I do not think there is any doubt but that the proper method of utilizing that block pavement would be to lay a one inch sheet asphalt wearing surface but in order to fill the little depressions that time has made in these blocks, I would strongly recommend what is known as a binder course, which is nothing more or less than stone ranging from $\frac{3}{4}$ to one inch in diameter maximum and I would lay the asphaltic pavement in order to perfect the proper cushion floor, $1\frac{1}{2}$ inches or two inches sheet asphalt wearing surface. The binder course would fill up little interstices and depressions that your traffic has worn in the block.

But as to your block that has been laid on simply a sand basis, I question very much—it would require personal inspection to determine whether it would be worth the money to resurface it with asphalt; in other words whether your blocks laid on your base would be a sufficient foundation and generally speaking I think all the paving men in the room will agree with me that there is an old fashioned definite axiom that always holds good, and that is, regardless of the type of your pavement, no pavement can be better than its foundation. If you are going to spend any considerable sum of money, I think it wise to determine whether your block laid on the sand base would be a sufficient foundation. It may be, if your subsoil conditions are right, but that should be determined carefully before spending resurfacing money.

Along that line, of course, the same principles would apply there that apply in the resurfacing of old brick paving. Take in the cities of Wheeling and Bellaire, they have ordered a contract for resurfacing 64,000 square yards of old brick paving and the construction is the same, a one inch binder course and one and one-half inch sheet asphalt surface on the old brick and they filled the holes with cement concrete.

Elimination of Expansion Joints

Member: I would like to ask Col. Boyden what are his recommendations for expansion joints. There have been a number of cement association representations that have recom-

mended eliminating expansion joints entirely. I never could see the logic of it. I would like to know what Col. Boyden has to say about it and would also like to hear from the other members.

Chairman: I think Col. Boyden has gone out of the room. I know that most of the other representatives of the Portland Cement Association are recommending elimination of the longitudinal expansion joints. Most of them in our territory are recommending the elimination of the cross expansion joint. If there is anybody here from Detroit they could give you enlightenment on it because in Wayne County they have had the experience of putting in expansion joints and then having cracks appear. When the cracking appears they use what most of us term as "goose grease", a tar filler, and pour it into the joints. If you happen to know, few roads are being built now in Michigan with expansion joints.

Question: What will happen if it is put in at 60 degrees and you get a temperature of 90 degrees?

Chairman: If anyone can answer that question—I have not been there since most of that work has been put in.

Mr. Lee, (Anoka, Minn.): For the concrete paving that we have in Anoka, we have used expansion joints and the State and Government put in about fifteen miles of concrete road leading out of the city without expansion joints. Our streets run from eighty feet down to thirty-four feet in width and the highway is 18 to 20 feet in width, and the highway now has cracked practically every thirty to forty feet clear across the surface. The state highway commission last fall used tar and filled these cracks. It was probably cheaper to do that but I would rather see a straight expansion joint than an irregular crack running clear across the pavement. It does not look good. That has happened in the last few years.

Remark: I want you to note what this gentleman has said. I went over a piece of concrete in our town and the same thing occurred there—cracks running in all directions which have been filled with tar. It is a mean looking job and I should say it is very unsatisfactory.

Question: In Michigan we have a stretch of some six to eight miles of concrete road that was put in last fall in which expansion joints were put in. Cracks have come and they are treating them with this preparation spoken of. It seems impossible to avoid the cracks where you have expansion joints.

Treatment of Sand and Gravel Roads

Mr. Greer, (Tallahassee): I want to ask the gentleman about patching of pavements with this cold mixture he was

talking about. He made the statement that the treatment of sand roads would be useless with tar or any kind of treatment of that sort. The Texas Company gets out road oil and they put that on almost any kind of a road and many of the roads in the country are used that way—but you think that is not worth the trouble to put it on?

Mr. Sheidler: The treatment of gravel roads must be handled in the same way as with a man who goes to see the doctor. The doctor has to treat each patient differently. We are very cautious about advocating the treatment of gravel roads because if we find that we are treating a certain gravel road one way, it will come out one way, and if we treat a gravel road in another town in the same way, the treatment will be a failure. It must always be carried out as an experiment and with the idea that it must be carefully watched. There are some very successful gravel treatments in this country. There are some gravel roads in this country carrying three thousand vehicles per day. That is one every twenty seconds. Richmond, Indiana is having success with residential streets of gravel. It all depends on the gravel you have and you can't tell until you try how it will work. You can always lay dust with an oil but we don't recommend the use of refined oil for that purpose. It is a dust preventative.

Mr. Greer: You say you don't recommend the use of refined oil for that purpose. Let us put the problem in this way. Some of us have control of municipal utilities. We are getting the by-products of the gas plants. Would you advise the use of that tar for road treatment?

Mr. Sheidler: My recommendation would be to try it. We get all kinds of tars. It depends on each individual situation as to the success you would have with that tar, regardless of what you put it on. If I were you, I would take some and try it.

Use of Gas Plant By-Products

Mr. Greer: Would you make the same recommendation in regard to cold patches? Getting back to the same thing, we have this by-product in our city that is hard to dispose of. Can we make a cold mixture with the coal tar and do this patching with?

Mr. Sheidler: That would be a hard problem to work out. Patching material is something that is awfully hard to handle unless you get the right kind of a mixture. You would have to make a mixture and let it cure for several months. You would have to use it very thin. I doubt if you could handle the material for cold patching.

Chairman: We will have to call this discussion to a close. I suggest that you men interested in this subject, after the close of the session, get the paving representatives in a corner and discuss it with them. I think you could get more out of it. I propose that everybody get up and stretch himself because we have an interesting program following.

(Audience arises and then is reseated.)

Chairman. The next on our program is "Practical Budget Procedure," by C. E. Rightor, author of "City Manager in Dayton," of Detroit, Mich.

PRACTICAL BUDGET PROCEDURE

Mr. Rightor: Mr. Chairman and Gentlemen: After agreeing to discuss with the members of your association the subject of preparing a budget, I began to wonder what I could say that would be of interest. There are three or four phases I would emphasize. We hear so much of budget—local, state and federal—I fear we are bored by the mention of the word "budget."

However it occurs to me that the zeal of you managers must not flag. You are in a peculiar and strategic position in relation to the budget. It so happens that most of our manager cities thus far are among the smaller ones, usually less than 100,000 population. In these cities we find the commissioners are busy men, devoted to the cause of public service in which they are engaged, but having private business interests which require most of their time and energy. The manager, on the other hand, has but one interest—he is employed to devote his whole thought and attention to serving the entire citizenship, to getting done the things expected of the government by its citizens, and in a manner and at the time desired by them. This singleness of purpose places a great responsibility upon a city manager. His work is the profession of public service. He must be a student of human nature, be able to read and interpret the public mind, influence and direct public opinion, know community needs, anticipate collective desires, and fulfill citizens' wants.

Because of existing conditions, the manager's relation to the budget becomes an all-important one—first, last, and ad interim. Usually the charter decrees that he shall "prepare the budget." He thus becomes, in effect, not only an executive but a legislative official—a director of public opinion as to the course of the government for a given period. The commission, in most cities "pass the buck" to him, they await his recom-

mendations, accept them after a general review, and return them to him in the form of an appropriation ordinance to carry into effect.

Municipal Budget Defined

Recognizing the importance of your position to the budget, what shall be your attitude and treatment of it? But before going on, let us define the term. For intelligent discussion of any subject, it is essential that all know just what we are going to talk about. As a Detroit newspaper stated editorially last week: "The word 'budget' intrigues the imagination... There are good, bad, and indifferent budgets." However, I cannot define a budget,—at least, in a manner which would satisfy everybody. I could quote an extensive bibliography on the subject of budgets, from Stourm's treatise to the prefatory statements of some of the budgets now in operation in our cities and states. As an introduction permit me to quote the definition given by the U. S. Bureau of Census:

"A municipal budget is a formal statement of the financial program or plan of a municipality for a fiscal period, comprising a statement of authorized municipal expenditures for that period correlated with the estimated revenues and other resources for meeting them."

To avoid repetition I reviewed the previous volumes of the proceedings of this association and found that back in 1915, at the November meeting held at Dayton, Mr. Gaylord C. Cummin, then city manager of Jackson, delivered a carefully prepared paper on this subject. As to the details of procedure, I can add little to his discussion. So far as I can observe there is little new on the subject since the January 1915 bulletin of the New York Bureau of Municipal Research, entitled "Next Steps in the Development of a Budget Procedure." If one is able to get from that bulletin the practical application of the principles and procedure there enunciated, he is well on the way toward a satisfactory budget.

Fundamentally, the budget should be prepared in accordance with a standard procedure, and the accepted practice as I understand it is that the budget consists of two primary sections—the requests for expenditure, and the estimates of income to meet those costs. The information relative to requests should be arrayed in order: 1, By fund; 2, By department; 3, By activity; 4, By character; 5, By object. In other words, if a city has numerous funds,—as General, Road, Water, Sewer, Park, Interest and Sinking, etc.,—each should be considered in its entirety in the budget; the departments affected by that

fund should be listed in order under it. Again, under each department or organization unit the specific activities performed by that unit should be considered in order.

The Activity as Basis of Budget Request

And I may state that in the task of analyzing departments by activities I believe we still have much to do, although really the *activity* should be the basis of our requests. For instance, In Detroit we recognize Police as a department, but in requesting appropriations the following activities are cited:

1. Administration.
 2. Accounting, payroll records and supplies.
 3. Record bureau.
 4. Property bureau.
 5. Criminal identification bureau.
 6. Licenses and records.
 7. Medical service.
 8. Inspection of weights and measures.
 9. Dog pound.
 10. Garage and repair shop.
 11. Care of police signals and records.
 12. Care of buildings and grounds.
 13. Uniformed street patrol duty.
 14. Mounted patrol duty.
 15. Traffic duty.
 16. Auto ambulance and arrest duty.
 17. Precinct station duty.
 18. Harbor patrol duty.
 19. Sanitary patrol duty.
 20. Detective duty,
- etc., etc.

While obviously this requirement is unnecessary in the smaller city, its value when weighing increases from year to year is apparent in a fund spending four and a half millions.

Under each activity, standard procedure calls for classification as to whether capital outlay or current operation; and finally, for maintenance and operation costs, a statement of objects to be purchased, in accordance with a uniform classification of accounts applicable to all departments.

On the income side, the sources of income available to finance the government should be uniformly classified.

I submit that this general procedure is practically adaptable by any sized city, and may be refined to any extent that circumstances dictate.

In addition to this classification, it is necessary to give some

attention to the arrangement of the columnar information required of the departments. Needless to remark, the entire document should be reviewed carefully by the manager in a series of conferences with the department heads, in order that the whole program may be coördinated.

And this, I believe, is the common practice, and so far so good. But it is not enough. For years we have proceeded along these lines, but something seems lacking. The citizens do not show enough interest.

Importance of Popularizing Budget

Being a financial statement of the prospective program of the entire city's service, the budget naturally should be of interest to every citizen. I believe that most of you will agree with me that up to the present in the vast majority of our cities this universal citizen interest has not been manifest. I attribute this lack of popular concern to the fact that the budget is not an intelligible document. It seems to me that thus far we have emphasized *figures* rather than facts.

How may the budget be made a popular and effective instrument, understood by the ordinary citizen? Professor Hatton has written that the budget "may be made one of the most potent instruments of democracy." Dr. Cleveland has said: "The budget must be considered as the most important measure of any government." What do these and similar expressions mean? They mean that if the people who are exercising self-government are acquainted with the facts that they will choose for themselves those services which they wish the community to perform for them. In addition, therefore, to the array of budget information in the usual cold statistical form, it is essential that the figures be given some life. There is no reason for limiting a budget to this array of figures. A budget is not merely an appropriation ordinance in the rough; it is all the information that may be collected together as an exposition of what is planned by those in authority to undertake for the ensuing fiscal period. Therefore, the figures should be interpreted with a running broadside of comment.

Value of Comparisons

Probably chief of these comments should be the comparison of the forthcoming year's requests with the appropriations for the current year, expressed in dollars, and a thorough going explanation for all increases and decreases. "Where there is nothing to compare, there is nothing to criticize." I mean particularly that increases should show definitely whether the added cost of government is due to furnishing tax payers with

new and additional services, or is merely the increased cost of continuing already existing activities. We should differentiate between the expansion of governmental activities and the shrinking value of the dollar, and conclusively prove our case in either event. And we should bear in mind all the while to talk in terms of specific activities or services which the citizens are to receive.

There is much of value in comparing the requests for the new year with the annual report for the past year—in other words, comparing the requests with statements of actual accomplishments. A year ago there was before us at budget time twelve months of anticipation. Today there are twelve months of realization upon that anticipated program. How far has the city attained the goal which it ought to attain? It occurs to me that the usual public officer, in preparing his budget, is willing to make elaborate requests for the new year but have the people forget so far as possible all questioning relative to past requests and what they received for the taxes they paid.

Methods of Reaching the Public

I shall attempt no further discussion of the mechanics of budget preparation. I believe the greater interest lies in the use of the budget material. Granting that all the data are arrayed, what shall we do with it? It is necessary that the public officer get his message to the public. At least two channels afford this opportunity—the newspaper and the public hearing.

As the budget is the most important matter coming before the legislative body of the city during the year for its consideration, certainly because of its universal bearing upon the home owner, the manufacturer and the housewife, they should know of its effect upon their welfare, protection and prosperity. Without a doubt, the best agency to tell all classes of citizens and taxpayers about the budget is the newspaper, and equally certain is it that no better front page story can be obtained by the paper than that of the plans of its own city government for the year. I need not dwell upon the value of the newspaper as a medium of information and influence in wielding public opinion, in which position it stands without a parallel in American municipal life today. The majority of citizens read the daily papers; they have not the leisure or patience to get the facts first hand for forming independent judgments on public questions. They hastily scan the newspapers and magazines and ordinarily accept their conclusions for their own. The budget should be prepared with the idea of presenting it to the newspapers.

I would emphasize the urgency, the duty, the opportunity of the city manager in "selling" his budget story to the local papers. It is not always that the reporter realizes the duty of his paper to its readers. The manager should urge upon the editor the importance of widespread publicity about the city's plans for the new year, and see that they handle public questions without partisan or personal bias by giving them the material for their articles. To do this requires the exercise of no small sense of modern commercial advertising and selling ability.

Another opportunity for getting the "facts to the folks" is the public hearing. My observation has been that the public doesn't trouble itself to be heard. And yet I believe the hearing will not need to be combined with moving pictures, and possibly a musicale or vaudeville on the side, if the document is humanized.

We have not taken full advantage of the organized agencies in our communities in this matter. Possibly because of my present association with the Detroit Bureau of Governmental Research and because of my former position as Director of the Dayton Bureau, I am somewhat prejudiced, but my experience leads me to conclude that fortunate is the city which has a disinterested civic organization which has the time and ability to tear the budget apart and find out what it is contemplated to spend the people's money for. In Dayton, for example, I have no doubt that many heavy taxpayers wish there still existed a bureau available to analyze and interpret annually the city budget, county budget and school budget, and to coöperate with the public officials in getting the greatest possible return for the millions paid in taxes. And the same remark probably applies as forcibly to the city of Cincinnati.

And I do not imply that such bureaus are the only mediums. There are the Chambers of Commerce, which fortunately for the cause of better government are emphasizing more and more the civic phases of their work. There are the neighborhood improvement associations, civic associations or clubs, real estate exchanges, inter-business clubs, and the women's clubs. All these, and more, may be induced to spend some time in the consideration of the budget and go to make the "public hearing" by the city fathers mean something. And with their interest the excellence of the government will be assured, and this modern, honest form of government will have no fear for its permanency.

It may be suggested further that every fourth or fifth year it would be well to put on a municipal exhibit, telling graphic-

ally the wide range of activities undertaken by the present-day municipality.

Summing up, then, it is my contention:

1. That the fundamentals of mechanical procedure should be followed in preparing the budget for any city;

2. that the activity should be the unit for thinking and talking about that government and should be the unit of appropriation, leaving the manager free to expend or transfer funds as required to perform that service;

3. that the figures should be supplemented by running comment, specifically explaining increases; and

4. that this information should be gotten to the citizens, thru the newspapers and public hearings, in order to achieve popular support and assure the permanency of a democratic form of government.

As a last word may I state that these are my personal impressions of how any city may realize upon that cogent comment upon the budget made by Gladstone when he said:

"Budgets are not merely affairs of arithmetic, but in a thousand ways go to the root of prosperity of individuals, the relation of classes and the strength of kingdoms."

Chairman: Mr. Ossian E. Carr, city manager, Dubuque, Ia., will lead the discussion.

Mr. Carr: Mr. Chairman and Gentlemen:

Theoretically, as the last speaker has said, the budget should be so arranged as to be the most interesting piece of legislation in the whole municipal year. To me this is true and to a very few citizens I think it is also true; but to the majority of citizens the announcement of a hearing on a municipal budget, is like announcing in advance a missionary meeting at the church. It has to do with finance and people do not want to hear anything about it. We now hear about national and state budgets; and county budgets as well as municipal budgets. I am going to confine my discussion to municipal budget procedure. I am going to still further restrict myself to discuss, only, the municipal budget procedure in cities with which I am familiar.

Unfortunately, there are always troublesome regulations. These regulations may be state laws, or they may be regulations in a city charter. They have to be obeyed.

Budget Preparation by the Manager

In all manager cities, regardless of whether the city is acting under a state law or under a special charter, it is required that the city manager keep the council informed on all financial matters; also that the city manager, at a certain time each

year, send to the city council an estimate of the various municipal needs for the ensuing year. It is generally also required that accompanying these recommendations there shall be a statement showing in detail the amounts spent for the last two years, the amounts recommended for the various municipal purposes by the department heads and the amounts recommended for appropriation by the city council.

In some of our city manager cities it is further stated in the charter that the council has no power to increase any recommendation as made by the manager. In every case, I think it is not only necessary and advisable but very important, that the manager work out some of these debatable appropriations with the council prior to making the recommendations. It would be unfortunate for the city, if, in the haste of preparing a program for the following year, some very important item should be omitted.

I have always made it a practice not only to secure the advice of the department heads as to the appropriation but also to go over with the council, in advance of the making of the actual recommendations, the various new projects for which an appropriation is recommended. In every city-manager city, the charter or the laws require that, prior to the submission of the budget to the council, inquiries be sent to each department head as to the needs of that particular department. Theoretically this point is most important. Practically, in my own experience, these recommendations from the department heads are absolutely worthless, excepting perhaps those from the city engineer and the city solicitor. Within two weeks from the receipt of these recommendations from the head of the police department, for instance, I have had the chief of police in company with other policemen, urge an increase in salaries. The same thing is true of the fire department. These men in the smaller cities are not of the type who are able to foresee the needs of their own departments. It is very important, therefore, that the city manager be able to pass intelligently on the recommendations of the heads of the various departments and also to add to their recommendations those items which he knows should have been included in the original recommendations.

Uniform System of Accounting Coming

In 1916, I spent much energy in working out what I thought was a proper budget classification for a city of 60,000. The following year, it afforded me considerable pleasure to find that a budget classification as worked out by the accounting department of the State of New York—a uniform accounting

proposition for cities of a certain class—was practically identical with the budget classification which I had worked out the previous year, although I worked entirely independently. The Federal Government, is endeavoring to arrange a uniform accounting system for all cities in the United States. The accounting departments of the various states are adopting a similar program, so that we are going to see sometime in the near future, practically uniform accounting systems for all cities of certain classes in the country.

* This matter was brought to my attention most forcibly when on coming to the State of Iowa I learned that their budget classification was identical, in the main features with the budget classification as made by the accounting department of the State of New York some four years ago.

The detail of the budget varies. A city the size of Cincinnati would require naturally far more detail than a smaller city, because the appropriations would be much greater. The budget should of course, be sufficient in detail to show every interested citizen all expenditures and plans.

The last speaker mentioned funds. I won't criticize the way he used the term. The matter of municipal funds is usually most confusing. We have the appropriation by funds. In Ohio and in Iowa, we have tax levies for certain funds; so much for general administration; so much for the police department; so much for the fire department. There should be only one city fund and let that be a "General Fund." Don't make any more, if you can help it.

From that general fund there should be, through the appropriation ordinance, money set aside for the various municipal purposes. Some Ohio cities have special charters and in that way get some of the benefits supposed to come from alleged home rule. Unless an Ohio city has a special charter, funds cannot be transferred from a department to which the tax levy gives a surplus to a department where the levy is insufficient. Such a proposition is ridiculous.

Standard Budget Classification

In regard to the budget classification, the uniform system of accounting, as being developed, provides for general classifications as to purpose of expenditure. In Iowa, it is divided into General City Government, which includes the maintenance of the various general municipal offices; Protection of Life and Property, which includes the police department, fire and inspection departments; health department and sanitation, Highways, Charities, Donations and Libraries, Parks and Gardens,

Recreation, Miscellaneous, Municipal Industries, Municipal Construction, and Municipal Indebtedness.

Under the laws of the State of New York, there is also another division,—Education,—inasmuch as the funds for schools are all levied by the city council and collected by the city treasurer.

Under the various heads in the general classification you can have as many divisions as the expenditures of the particular city warrants. For the city of Dubuque, I have arranged to have expenses distributed under each head in the following way:

- (a) Salaries and wages.
- (b) Traveling expenses.
- (c) Office expenses.
- (d) Printing and advertising.
- (e) Purchase of equipment.
- (f) Maintenance of equipment.
- (g) Materials and supplies.
- (h) Light, heat and power.
- (i) Insurance.
- (j) Other expenses, with items specified.

We do not want miscellaneous items in a budget.

Estimated Receipts Must Exceed Estimated Expenditures

In budget procedure, there is always a great deal said about the expenditures. In fact, frequently the expenditures are arranged for without any definite knowledge as to receipts. I would say, first, the budget should state the estimated receipts; secondly, expenditures. In no case should the expenditures exceed the estimated receipts, and in no case should the expenditures even equal the estimated receipts, for there are always things coming up that cannot be foreseen. This is another proposition in which the practical working differs from the theory.

In Niagara Falls, New York, the budget for the ensuing year must be in the hands of the city council prior to the first day of June, unless a later date is fixed by the council. I think this time is quite general in the State of New York.

Absurd Situation in Ohio

In Ohio, the law requires that the budget be submitted to the city council about the second week in March for the ensuing year. Under conditions such as have prevailed for the last four years, there is not a man alive who can estimate the budget for a year and nine months in advance within ten per-

cent. In Ohio, there is a continuous performance with the budget. In March the executive head reports to the legislative body, the needs of the city for the ensuing year. In June the legislative body of the city reports to the county budget commission the needs for taxation. In October the county budget commission finally decides what the city can have after it has taken out all that the state and county want and the schools need (Applause) and still keep within the limits of the Smith 1% law which provides that the entire tax levy in any tax district shall not exceed ten dollars on a thousand valuation with certain exceptions.

The real struggle of the city manager in Ohio comes after the county budget commission tells him what he can have. His problem is to cut down the expenses to about one-half of what the city should spend in order to maintain any kind of an efficient administration and still keep within his revenue and that's some job—believe me!

I can hardly put too much emphasis on the importance of the estimated receipts. It is just as bad for a city to spend money faster than it is received as it is for a man to live beyond his income. The man will come to grief some day and so will the city. It is just as important that the estimated expenditures do not exceed the estimated receipts as is necessary in bookkeeping to record your credit and debit sides and to see that your credits don't exceed your debits. I thank you. (Applause)

Mr. Chairman: I don't want Mr. Carr to think all the trouble is in New York or in Ohio. We have the same thing in Oklahoma. I think we should have a real lively discussion on this subject. This is a most vital matter that comes up before the city manager. Now, speak loud enough so that the stenographer can hear what you say and also announce your name and address.

Mr. Osborn, (East Cleveland, Ohio): I want to emphasize one thing that Mr. Carr brought out, and that is, that you should estimate your receipts first and then make your expenditures fit your receipts, and that is the only way you can live within your income. We have in northern Ohio, several good examples of just how this works out. In our large neighboring city, the "Sixth City," I have seen the estimates made out by their officials and the mayor present them to the council, which would carry 100% more expenditures than receipts they would have. Then they come out to the small neighboring city operated under the manager form of government and they ask us how we are able to live within our income and the only

answer that can be made is that we estimate our receipts and then make our expenditures fit our receipts.

Chairman: Estimate your receipts first and don't kid yourself in estimating receipts.

Should Estimate Needs Then Finance Them

Mr. Rightor: I think that is probably the condition that the city managers in Ohio and some other states find themselves confronted with, but I think it is most unfortunate. I think the city manager or anybody charged with the preparation of the budget should consider what the people want; in other words, they must first of all consider what is the proper program for a 20th century city to undertake and arrange for the financing of it. Then they would have to determine upon the expenditures and means of financing it. If the Ohio city has service performed by the city government, it should arrange for the financing of it. As a former resident of Dayton, realizing the situation there, with the Smith 1% law, I realize that that cannot be achieved in Ohio, but certainly I think we should give attention to what the people want and if the people want it, and we can get the people to voice their sentiment on the subject they will arrange to finance it.

As to the matter of funds which Mr. Carr brought out, I think that was very proper, that there should be but one fund. The budget would not be for miscellaneous funds, such as we find our state laws prescribing. I was in a little town in Michigan and they have eight funds. I think it would be fortunate if we could have one fund, to carry out the operating and maintenance activity of the city government, and recognize the sub-divisions are merely accounts. I believe that the definition of a fund is a sum of money and we need that one sum of money for the operation of the city's activities. There are generally five funds in a city, general operating fund, capital fund, the city assessment fund and the sinking fund. There is usually one other, trust and pension fund.

Ordinarily we do not have need for any but the general fund. When our cities can combine all operating funds, 85% of which comes from taxes, we can have a single fund.

Washington's War Experience with Rigid Budget

Louis Brownlow, (Petersburg, Va.): In view of what was said by Mr. Rightor and Mr. Carr concerning the necessity of limiting your wants on one side and receipts on the other—whether or not to begin with the receipts or expenditures, I thought it might not be tiresome for you to hear a few words

concerning the breakdown of the old rigid system in the District of Columbia where I was commissioner for the past six years.

In the District of Columbia for many years, the commissioners in preparing these estimates, have been limited to an amount equal to twice the estimated revenue—the general government being supposed to contribute 50%. That could not be changed for a year. Estimates have to be prepared and submitted to the Treasury Department and on the 15th of October. The law based on the estimates comes into effect on the first of July of the year following and no change can be made during the year nor can there be a transfer from one account to the other. There is a penalty of two years in the penitentiary for exceeding the appropriations of any one item. I have had some experience with a rigid budget. That went on and worked well for a number of years until Washington experienced a very great influx of people and great additions to its particular municipal problems on account of the war, and the commissions were compelled to risk the penitentiary and go after Congress to get some additional appropriation. But even under these circumstances, we did not exceed it even during the height of the war period, working in a war year upon a budget which was made out in the year before the United States went into the war; we did not exceed it over 8%, but I think very likely the penalty to be inflicted had something to do with the case. The war convinced Congress that it is impossible to operate a city ten months in advance upon a rigid budget basis.

Method of Handling Trust Funds

Mr. Greer, (Tallahassee): I want to ask you about one account; in some states you are required absolutely by law to set aside what they call a trust fund, a fund for the payment of interest and sinking fund, a general debt, and that you must not touch at all. You do not take into consideration these things, or do you fix an amount to be levied for that? You could not put it in the general fund because you could not spend that money. It is supposed to be set out aside. You have to keep it intact. The experience we have had recently shows that while we had a bond issue of several thousand dollars, it was almost impossible to sell these bonds, yet the interest that had been levied and which could have been used to great advantage, although the bonds were not sold and the city had earned the interest—it must keep that fund intact. What is your position on that?

Mr. Carr: We are all handicapped. My statement concerning the general fund referred to the ideal condition. I don't believe it is possible to carry it out in any state in the Union. I think the laws of the states require the existence of several different funds, and you take an appropriation ordinance, the regulations concerning that ordinance are practical, and no department head can exceed the amount appropriated by that ordinance for any municipal department, so that you have practical accounts, which are as sacred as the fund ever was, excepting that by the action of the council or the commission—funds from one account in which there is a surplus can be transferred to some other account which becomes depleted.

Now, of course in a general fund proposition, all the monies coming to the city go into the general fund, and are then appropriated for specific purposes. The accounts are set up in accordance with the appropriation ordinance. It does not matter what the money is used for, it comes out of the city treasury and the general funds. The amount set up in a budget cannot be overdrawn. I do not believe many municipal governments in the last four years have escaped violating some state law which might, if the law was strictly imposed, get them in trouble. I do not think the commissioner in Washington is any exception.

Going back to your proposition, the so-called sacred fund or trust fund—in an appropriation, if they meet the full requirements for a trust fund, they are set up on the city's books and that money cannot be used for another purpose until the work for which the appropriation is made is entirely performed.

Transfer Permission Desirable

B. I. Miller, (West Hartford, Conn.): Do you assume the town should have the authority to transfer from one account to another?

Mr. Carr: No transfer should be made without sanction of the council or commission.

Mr. Miller: Do you believe they should have it—if there is one general fund?

Mr. Carr: Absolutely. The transfer should be a matter of record. The proposition of so many independent funds seems ridiculous to me. In some cities the dog tax goes into the police pension fund and cannot be used for another purpose.

Chairman: To emphasize what Mr. Carr has said, in Oklahoma, we have to appropriate by funds for departments—for instance, supposing you should have one thousand dollars left

in your police department and the street department is sad!y in need of funds, you can't transfer that thousand dollars from the police department to the street funds. You can carry the surplus over and in making your next budget and can use it the next year. Inability to transfer from our police fund to the street fund handicaps us.

Member: Let me emphasize this. We are operating under one general fund. The very thing you say you don't do, we do. When we are getting ready for a clean-up, our street department is overdrawn. In the meantime the police department has not consumed all. We can transfer from the police department and then reappropriate the revenue to the street department. We are doing that with the approval of the state bureau of accounting.

Member: Our charter permits a city manager to transfer from one item to another. A department, with the sanction of the commission, can transfer from one account to another and all the unexpended balances at the end of the year are put back in the general fund and reappropriated next year.

Chairman: In Oklahoma you have to take it back to the excise board.

Mr. Greer: Mr. Carr is on the right track of that business undoubtedly. I practice the same thing he was talking about now, of keeping all of his items in one general account. I keep my eye on it to see that the general amount we have appropriated is not exceeded by the total of all the accounts. Special matters come up for no one can guess just what conditions will be in a year's time,—he finds out sometimes that he has over-guessed, and by using the general fund, when the time comes at the end of the year, as the charter provides in most of our cities, the commission has the power to transfer from one account to another.

Mr. Carr: The plan outlined is probably general in all the charter cities of Ohio. It is not true in those cities not operating under a charter. The ridiculous part of that procedure to me is the fact that if you had in a certain fund monies not needed in that particular fund, it may be transferred back into the "unappropriated appropriations"—that sounds funny to me—and then from that unappropriated appropriation put where you need it—why not put it from "where you don't need it" to "where you need it," without the "unappropriated appropriation?" We have to be regulated not by our desires but by the way the law lets us work.

The former commissioner of Washington implies he committed a penitentiary office and kept out. In Iowa, under the laws of the state, it is not possible to transfer from one fund

to another. Every fund is created by special tax levy and it is high crime to spend money for one purpose which was paid into the treasury for another purpose. Unfortunately at the beginning of the present fiscal year, the old administration had violated the state law, as they had exceeded the appropriations last year. On the first day of the new year—there was a deficit in practically every city fund, totaling close to seventy thousand dollars.

Ohio's Financing by Deficit

Mr. Rightor: I want to ask a question. If I understood him correctly, Mr. Carr made a statement that gives rise to a question which would have effect on the managers in Ohio cities. That was, as I understood it, that owing to the Smith 1% law, the cities are handicapped by insufficient funds, and he thought it would be a good idea if these cities would limit their budget to the amount available for the year. I want to ask whether you really did in your city limit the expenditures, or did you incur a deficit?

Mr. Carr: In case any city in Ohio cuts down expenditures to the amount of revenue, that city would have the aid of her Chamber of Commerce and citizens generally in changing that ridiculous Smith 1% law. Prior to the war before I became manager of the city of Springfield, that city did live on its income. I went there, in 1918. The previous year they exceeded the income by thirty-two thousand dollars. In 1918 their expenditures exceeded income by \$58,000. In 1919 the income was exceeded approximately \$31,000. Prices continued to soar. This deficit was due to increased expenditure beyond the 1918 level rather than increased service.

Now, in 1920, the city of Springfield increased their receipts to meet fully the expenditures of this year and they did that by the passage of an occupational tax law from which the city has received an income of \$125,000. That gets the money from the people in a way which does not interfere with the Smith 1% law. In every city some way may be found to either boost receipts or reduce expenditures until they are brought together.

Take the City of Cleveland. The comptroller told me that in 1918, the expenditures for current operation exceeded receipts by two and one-half million dollars. He also stated that in the year 1918 out of every dollar paid to the city treasury, 60 cents went for bonds and interest, and in spite of that, at the end of the year, the City of Cleveland showed two and one-half millions deficit balance for the current operation of that year. The children in Cleveland some day will pay those

bonds with interest and it would be better for the city of Cleveland if they in some way either through occupational tax or the knocking out of the Smith 1% law, boosted up their income. I mention Cleveland because I remember those figures.

Here in Cincinnati, Mayor Galvin last January estimated that the current deficit in operation would be three and one-half million dollars for the year 1920. Just think of it, three and one-half million dollars deficit. Deficiency bonds can be issued for the deficit and next year they can pay the interest. However, the end is in sight. (Laughter)

Collecting Delinquent Taxes

Mayor Alderson, (Dubuque, Ia.): If I may, I will explain something Mr. Carr has said. In Dubuque, our old council has exceeded their income by \$70,000, he says. We were short \$70,000 and we wondered where we were going to get that money and he said he would get it. Last year they collected \$47 dog tax and Mr. Carr has collected \$3000 for dog tax. We found that there is about \$550,000 delinquent taxes in the city of Dubuque. Mr. Carr evolved a scheme whereby these taxes may be collected. Mr. Carr has collected about \$130,000 of it and a corporation has been organized to buy the tax titles, sale of which is coming on in December. He expects to collect somewhere around \$350,000 in delinquent taxes.

Chairman: We will call this meeting to a close. Nothing will hinder you people from carrying on the discussion among yourselves. We have a splendid program for this evening and we hope everyone of you will attend. (Session Adjourned)

November Fifteenth, Evening Session

W. J. Laub, Chief Administrator, Akron, Ohio, Presiding

SETTING UP A CITY PLAN PROGRAM

Chairman: Gentlemen: We are to devote this evening to the discussion of city planning. Mr. Morris Knowles, president and chief engineer of Morris Knowles, Incorporated, with headquarters at Pittsburgh, Pennsylvania, will address us.

Mr. Knowles: Mr. Chairman and members of the City Managers' Association. I take it that there is no need to discuss the *need* of city planning, and therefore we will start right in on the subject itself, namely, "Setting Up a City Plan Program," what it is, and if you please, a table of contents will be referred to, something of the nature of the investigations which are necessary in developing a city plan, and then how to promote one and put it over.

City Planning Defined

The first step of course is for us to have a common understanding of what a city plan is, because many of us have probably different ideas. I am not at all sure that the definition which I shall propose will be unanimously accepted, and no doubt you will get some side lights on it from the other speakers, but that is not amiss, because after all, the city plan is composed of many features. One of the most inclusive definitions is "The coördination of comprehensive programs for the advancement and betterment of the facilities for every municipal and public activity." True city planning makes possible the development of city along predetermined lines instead of allowing it to progress in a casual way—or as may be determined by the whims and fancies of individuals. Its purpose may be said to thus accomplish the wise discharge of the activities of the municipality, so as to promote the public welfare of its inhabitants.

City planning sometimes deals with an original layout for a proposed town, but usually it involves the replanning of a city already well advanced. It is concerned with everything dealing with public activities, such as public works, public health, safety and general welfare, likewise with industry, commerce, business and civic advancement. It should control and promote

orderly development and growth—and by the results secured make the city a good place in which to live and work—in which to live comfortably, enjoyably and healthfully, and to do business economically and efficiently.

Theodore Roosevelt sensed it when he said, "This world will soon no longer be a good place for *any of us* to live in, unless it soon becomes a good place for *all of us* to live in." That means *all of us*, all types, all industries and all commerce.

Practical Conception

What about the conception of the city plan? Above all it must be practical. The success of the plan depends upon the ability of the city to meet its costs; it therefore must be workable from a business point of view. It must not consist of ideals impossible of realization. However, past failures to anticipate the needs of a city may suggest certain improvements which may seem expensive, but continued lack of vision, neglect or omission becomes still more expensive.

City planning should be undertaken only after due consideration of all the facts and with reasonable certainty of the possible consequences. A well balanced and sane relation between the requirements of living conditions and industrial needs must be maintained. We must not kill the goose that lays the golden egg. There must be a reason and an objective. Municipalities grow because of industry and commerce; therefore these must not be stifled in any of the proposed changes.

City planning must be made with an adequate vision. It is not accomplished by sudden flashes of brilliant inspiration, but it comes from painstaking study and hard work. It is like everything else worth having and worth working for.

City Plan Must Be Flexible

It must be based upon definite policies and developed in successive steps as the plan progresses. It must be subject to modification. It must not be assumed when the city plan is made that it ends. It must be flexible but not subject to whim or caprice. With the basic work once established and the record plans prepared, as conditions change, it will be possible to modify a plan as times bring about changes; always within the knowledge and judgment and discretion of the governing powers of the municipality.

One of the things that is true of all of us is that we all change—our views change—men change with the times, and communities must also do so if they are going to keep up.

It may be mentioned that city planning is not the city

beautiful alone. It is the city useful and convenient as well. Beauty should not be forgotten, but it is not the sole object; there is a relation of beauty to functional fitness and orderly development. This is true in building public works and those of us who have had the pleasure of building large public works know the gratification in making these public works attractive and beautiful with parks, so that people like to come there and because it makes the town attractive. However, with many constructive things to be done, simply striving for the beautiful alone—seems to the speaker to be without good cause.

The greatest needs must be attended to first. It is evident in most of our communities that there are things that need to be done and it is true that you can find certain things that can be solved without attempting to solve everything at once; provided such solution is undertaken by people with good judgment, so that the things done will fit in with the improvements that are to come in the future.

The features of a city plan must be coördinated. One activity should not be promoted at the expense of another, nor one unremedied at the expense of another. It must be apparent from what has been said that city planning is not a boon for any part of the town, or for any group of people, or for one industry or commercial activity; but it is for the whole community.

Features to Be Included

What features should be included in the city plan? Although not early regarded as a fundamental part of city planning—yet as it seems to me to be the very base of the city planning—I refer to the subject of zoning and Mr. Donald will speak of it at length later.

You cannot have a well conceived city plan unless the policies of the people with regard to distribution and zoning are early established. What is this zoning? Briefly, it is the regulation of the use of land so as to protect and promote the health, safety and welfare of the public. Such regulations are accomplished through an orderly physical arrangement of the city as a whole through the vested power of the community to harmonize the interest of property owners. It must be based upon the police powers granted by legislative enactment and upon the wise and sane enforcement of these powers.

Its purpose is to strengthen natural trend toward segregation of industry and commerce and residential use,—(which in itself is not sufficiently strong to prevent invasion of districts by harmful and inappropriate uses) and once established to insure permanency of the character of any district.

Relative to its enforcement, there are three conditions to regulate:

- (1) Use to which property may be employed.
- (2) Height to which buildings may be built.
- (3) Area that may be covered by buildings.

The police power of the state (properly granted by legislative act) permits the city to control the use of private property, wherever such control can be shown to be desirable to the interest of the community as a whole, from the standpoint of health, safety or general welfare.

Its success must depend first, upon securing proper delegation of the police power without compensation to property owners. Second, upon the exercise of this power in the proper manner. Nothing should be framed in ordinance, or shown upon maps except such things as reasonably are sure to be interpreted as a proper exercise

The second element of the city plan is the street system. Our street systems are sometimes not planned with full consideration of which streets shall be the main thoroughfares and which shall be the subsidiary streets in the future. All too frequently have we had all of our streets the same width and paved in the same way without realizing that sometimes we ought to spend more money to pave some of the main streets and have them wider and spend far less money upon paving residential streets and have them quieter and make them narrower and in such a way that through traffic is not attracted.

The street system contemplates a complete plan of streets, so situated and of such dimensions as to provide for the expeditious movement of the ever increasing volume of traffic within the city. The street system follows zoning only by reason of the order of its determination. There is no greater economic factor in the life of the city—and no greater agency for the promotion of efficiency in the city's business. The widespread use of the automobile has greatly increased the interest in and appreciation of this fact.

Street System Should Follow Zoning

An intelligent street system can best be laid out after zoning is established, whereby it is known where the industries will be situated, where the commercial parts of the city are to be located, and which sections are to be used for residences. The kind of street, its width and type of pavement, will depend upon the character of the district which it will serve—and conversely the fixing of the streets will largely determine the future movement of traffic.

Certain streets should be developed so as to become natural traffic routes; others should be designed to serve merely as a means of access to the property adjacent thereto. Thus the proper streets only need be paved for heavy traffic and the remainder developed only sufficiently to fulfill their purpose. Thus tremendous saving in cost and maintenance may be effected.

The plan should develop the distinctive features of the different classes of streets through the uniform lighting of major thoroughfares, through the removal of telegraph and telephone poles in congested areas, and particularly through careful tree planting, where possible.

City Planning Does Pay

We might mention it here because we ought to remember it frequently, that city planning does pay. It is true economy to plan the streets so that we have them wide enough in the beginning and not be compelled later to tear down buildings, to widen the streets in the commercial parts of the city. It is also true economy to have the streets not too wide in the residential sections, making them expensive to build, to pave, and to maintain.

The parking of automobiles has attracted a great deal of attention; and it is linked with the question of streets. There should be streets of the city primarily for moving traffic. In most cases the design of streets has not anticipated storage of automobiles or vehicles along borders so that separate areas, public and private, for this purpose must be provided.

Relative to one way streets, I quote here from "The Urban Auto Problem" by Ernest P. Goodrich. (Paper presented in April, 1920, before the National Conference on City Planning):

"Experience derived from traffic charts has shown that one vehicle per foot of width of roadway per minute is the present day maximum under normal city conditions, where intersecting streets occur at short intervals and where traffic is permitted to operate in both directions on main and cross streets, subject only to normal police control. The creation of one way streets (which, it has been noted, is growing rapidly) is believed from careful observation, to provide for fully double this unit quantity of travel, while a more radical innovation in street traffic control, it is believed, will add at least another equal increment to the potential traffic of existing streets. It may then be stated that by the introduction of improved traffic regulations, existing streets may be employed to at least three times their present capacity."

The greatest difficulties of traffic congestion are at intersec-

tions of streets. The speed of vehicles should be reduced here and congestion may be somewhat lessened by enlargement of roadway areas at intersections.

Now we have the question of one way thoroughfares as above suggested, and even there we have the further step of regulating traffic to the extreme (as for instance on Fifth Avenue in New York) where traffic may go in one direction for a long period and then in another direction for a shorter period.

As another way of remedying street troubles there should be mentioned also the question of arcading. This consists of allowing the building line to remain where it is and have the street the full width of the building line; appropriating the front part of the buildings on the ground floor for an arcade for pedestrian traffic.

Linked with the wise planning of streets is the question of railway and street railway transportation, and for that matter, I might say also in those cities that are fortunate enough to have harbors, the question of the interchange of rail and water transportation, and trucking from wharves. These problems present an ever pressing one in the greater cities where there are main terminals.

Some features not always thought of in city planning are the public works. All public works are really a part of the city plan—water supply, sewers and drainage, refuse collection and disposal.

Regional Planning

I may mention here, because we will find it an ever recurring topic, the subject of regional planning, viz:—the policy of adjacent communities solving problems together. Of late years we have heard something of it. I refer to building water works and sewer systems and other public activities by joint action and appropriation instead of each going alone. We haven't yet solved the big questions of policy in this country, but they will press upon us.

We are no longer able, as communities, any more than as individuals, to live unto ourselves alone. Communities do inter-communicate with each other, and as they do, it is necessary that their problems shall be solved together. Certain civic problems do not lend themselves to solution by political divisions or boundaries. It does not matter for instance that the borough line or the municipal line runs down a paved street, the sewerage and drainage problems depend on watersheds, topography and grades, and can only be solved economically in conjunction with neighboring communities—irrespective of political divisions.

The value of comprehensive planning lies in the necessity for a fixed policy, so that each improvement may constitute a permanent step toward the completion of the whole scheme of improvements. The plan, when accomplished, will promote an economical and efficient operation of the city's business affairs.

The municipal organism is complex and its activities are inter-related. Streets and thoroughfares react upon parkways and boulevards. Boulevard schemes are related to parks and playgrounds. Parks and playgrounds have a distinct influence upon and are influenced by zoning regulations. Streets and thoroughfares are involved with steam and electric transportation; the latter are important factors in zoning.

As stated, there is an interrelation between all these factors of the city plan. The street system is interrelated with the traffic question, and rail and water transportation parks and playgrounds should be studied in coördination with civic centers, and there is the opportunity for the city beautiful. They are tied up also with the street system because more and more when we think of playgrounds and parks adjacent to parks, we think of the playgrounds and boulevards which should link them up with our streets. And then there are the thoroughfares so that the people may go from one park to another, in a boundary drive and thereby get the pleasure of long continued rides. These things are interrelated all with each other. The sewer system is interrelated with the street system. If the streets are planned in a rectangular system, they do not lend themselves to the solving of the drainage problem economically in rolling country.

In many of our states at the present time, there is what is called the three mile limit, and in some cases a five mile limit, in which planning commissions have jurisdiction within three to five miles of the border—opening up the subject of regional planning in a definite legal way. Those of us who live in the hilly country and near the rivers are presented with the problems of flood protection. There again is the problem that no community can solve alone, as in the Ohio valley—what is done for one place ought to be done for another and if wisely done will plan for many communities up and down the river.

Nature of Investigation

Having spoken of the contents of which a city plan consist, we turn next to the question of the nature of the investigation. What are some of the things that should be studied? I take it that it does not need to be emphasized that we cannot plan without adequate information. The city plan must be based

upon facts; the collection and use of adequate and reliable data is prerequisite.

What are some of the items of adequate information? Basic maps are needed. Few of our communities have maps which are really basic. They are frequently compilations which have been handed down from time to time. This is not the fault of the city engineers, but because there has been a lack of adequate appropriation, so that they have been obliged to piece the map together and to add to it from time to time, instead of making a real map which should be the basis of making a city plan.

Next and particularly is it true in a flat country (sometimes some of the most difficult problems of drainage occur in the country which is flattest, like the New Orleans Delta and the country in Western Ontario). We need accurate topographical maps. We need such maps, in order that the future public facilities, like sewers and drainage and roadways, and frequently parkways, may be planned along a water course which is needed for drainage, which is much wiser than to let it be acquired by private initiative and permit the land to be cut up. Then the control of the stream has gone beyond the public's grasp.

We need also the population study,—the population of the present, as it has developed in the past, and as it probably will develop in the future, considering the possibilities of the community. The map should show the spotting of the population, indicating where the people now live, and where there are no people, by which information the future work and growth may be planned.

The occupation of the area should be shown, such as the height of the present buildings, the percentage of the area occupied and the nature of the occupancy. This information must be visualized, so that the people may see what is needed, particularly in establishing zoning regulations. Traffic routes and studies of congested traffic are other items of interest.

Social Survey Needed

A social survey is needed, so that we may learn about the civic activities of the community. The map should show the spotting of the playgrounds and schools so as to learn about their sufficiency.

All of these are needed but a word of caution should be expressed. Studies and data are needed not for their own sake but to enable the solution of the problems involved—a means to an end. They are needed as tools to accomplish definite practical results. Too frequently the city plan has consisted

of an immense amount of data and an attractive report which is stored away in the archives and forgotten. If too much money and time is spent upon acquiring the data, the people become disinterested because nothing is accomplished. One or two improvements preferably noticeable ones that can be done promptly should be selected for popular public support and carried to completion. With these as an object lesson the people can be readily convinced to take up other improvements.

How City Plan Is Accomplished

“How is the city plan accomplished?” It is evident from what has been said that it cannot be the hobby of one group, because it must be part and parcel of all the people, else all will not back it up. It has to be so broad and comprehensive that they will all find an interest in it. It must have the interest of all the civic and commercial organizations of the community.

It is accomplished by coöperative action of the community as represented and expressed by and through the municipal officers, civic organizations, clubs, manufacturers’ associations, committees and community groups. It should be fostered by a city plan commission, a constituted legal body which has this as its specific duty and job, because as you men know, the administration offices of a city have ample jobs cut out for them in connection with their routine work. It ought to be someone’s special job to plan for the future and there is no better conceived working unit than a group of interested citizens that may be called the City Plan Commission working in conjunction with expert advisers.

From experience I can safely say that effective results can only be accomplished by the coördinated services of the men having special local knowledge, broad experience and interest—supplemented and assisted by technical men. It means the agency of the newspapers. It means interesting the local societies and the larger clubs. It means talks before all the clubs, all the commercial and business organizations, in order that they shall become interested and see the need of the city plan for the community.

I cannot too strongly emphasize that city planning is not a specialty, but a coördination of a number of specialties. No individual is complete in himself to cover all its phases. There is need of engineers, architects, landscape architects, realtors, lawyers, contractors, business men and others. The services of all must be coördinated under wise direction of able leadership. It is not a job for any one man. It requires the coördinated services of many types of people. It includes the ser-

VICES of the men who understand how to do things and you cannot get along without any of these men; because if something is done through the agency of any one group, we are so prone in this country to become jealous that one group is putting something over—it therefore needs the coördinated technical services in order that these problems shall be solved wisely and they of course should be directed by broad, sympathetic generalship.

A recent planning commission in one of the communities in Pennsylvania used this language, and I think it is apt:

“Above all we desire to enlist the support and coöperation of the public, for without it, our efforts will be futile, and the results negligible.”

The city plan can be put over only when the people realize it is a job for everyone. Outline a definite course of action and concentrate upon the broad principles which must be agreed upon before proceeding with the more intimate details of the plan. The general public will consider the improvements proposed in an intelligent light only if first educated as to their purpose and the benefits to be derived.

(Applause)

Chairman: Dr. W. J. Donald, director of the American City Consultants, of New York, is our second speaker.

ZONING. A FUNDAMENTAL FIRST STEP IN CITY PLANNING

Dr. Donald: Mr. Chairman and members of the City Managers' Association: Mr. Knowles has given you such a comprehensive idea of city planning and all of its ramifications that to follow him on the same subject and not to go into details on some particular phase would be most unfortunate. I will therefore present some pictures that will show you the need for the zoning of cities.

I hope that there may come to you, as you go back to your cities, a consciousness of the need for the zoning of your community. Most of the pictures I will show are from communities of the size which many of you represent, communities ranging from 25 to 50, or 60,000 population.

Mr. Knowles has already defined “zoning” for you once. May I suggest another definition, not because it differs from his in principle in any sense, but just to state it in different words. Zoning may be defined as the determination of the character and intensity of the use of land. By “character of use” we mean segregation into residence, business, and industrial districts or classes of districts. By “intensity of use” we mean control of the height of buildings and of the percen-

tage of the lot occupied by the building. These have a very definite bearing on congestion of population, on congestion of business and traffic as well as on health and general welfare.

Suggested Zone Classification

In a particular city, for instance, there might be established

- a. Single-family residence districts
- b. Multiple-family residence districts
- c. Commercial districts
- d. Light industry districts
- e. Heavy industry districts

In addition, zoning might establish area districts, in which buildings might be permitted to cover, respectively, 30 per cent, 50 per cent, 70 per cent, or 90 per cent of the area of the lot. Certain other refinements would probably be necessary, such as the control of side yards and rear yards and courts.

The height of buildings might be controlled as follows: for instance,

2½ stories with a limit of 35 feet, 4 stories and 50 feet, 6 stories and 70 feet, and other height districts if necessary.

Progress in Zoning

The first zoning ordinance in America was adopted by Los Angeles in 1909. It was followed in 1913 by Berkeley. Both were inadequate and have been superseded. Then the New York Commission on Heights of Building Districts and Restrictions was organized and finally, after more thorough study of European zoning and of New York City conditions, the New York zoning ordinance was adopted in 1916. Having thus demonstrated that it was possible to zone the largest city in America, it was apparent that all other cities could be zoned and with even greater ease, and certainly to greater advantage, by anticipating the problem before it became acute.

St. Louis followed in 1918, Newark in 1919, and White Plains, Yonkers and Niagara Falls in 1920. Other cities large and small have been at work on zoning and several partial zoning ordinances have been adopted.

Everywhere there is interest in zoning as one of the definitely practicable and valuable phases of city planning. But zoning requires a high grade of technical knowledge in the preparation of the plans, and ordinance, and the ability to "sell" the idea to the community by working out the plans on the ground in consultation with the people of the city.

If well done and properly handled, zoning is a proper first step in city planning. Its cost is limited to the cost of pre-

paring the ordinance, which responsibility is usually placed on the building inspector or the city engineer. Compared with the other monumental features of city planning, it costs practically nothing at all. Zoning, therefore, has the merits of costing little and of being a measure on which the chamber of commerce can get action. This phase of the problem, of course, every secretary appreciates.

Zoning and Real Estate Values

Besides the definite bearing that zoning has on industrial development, it has a vast significance for owners of property, both large and small.

The president of the carpenters' union in one city supported zoning because the house next door to his was to be converted into an apartment upstairs and a funeral establishment downstairs. Most of us would rather defer such close proximity to a funeral parlor until "some more convenient time." A garage may ruin an apartment house or a residence street. In one instance an apartment fell in value from \$100,000 to \$60,000, with a consequent loss in city revenue of \$1,200 yearly. The value of the garage was only \$10,000. In almost any city one may find land values falling in formerly good neighborhoods owing to the coming of a butcher shop or a store, a garage or an oil-filling station, an apartment or possibly an industry.

More values are destroyed for lack of zoning than by fire. The home owner can protect himself against loss by fire by means of fire apparatus. There is no insurance against loss due to misplaced buildings except a zoning ordinance. No city would be without adequate fire apparatus such as motorized fire engines costing about \$10,000 each. And no city can afford to be without a zoning ordinance which would cost most cities somewhat less to secure than a single fire engine. Surely the home owner is entitled to this form of protection against loss of value, especially as there is no form of insurance that covers this sort of risk.

Zoning and Housing

The stabilizing of real estate values by means of zoning has a definite bearing on housing. The investor in mortgages will more readily invest if he knows that property values will not be destroyed by misplaced neighbors. There will be fewer vacancies if the property is rented; it will be easier to sell a home in a definitely established residence neighborhood. Investors in New York sustain fewer losses according to New York City

mortgage authorities. Fewer loans are called at the end of the mortgage term. Besides, it is much safer to loan up to a close margin on the value of a house and lot than where no zoning law applies. Mortgages are safe in a city which is zoned.

One consequence of zoning is that it makes it possible for citizens to own their own homes in safety. If more may be borrowed on a house and lot, this makes it easier to make the original purchase and, as has been observed, it makes the purchase safer. In more than one city visited, it has been discovered that skilled workmen and executives of industrial plants continue to rent or live in rooms because there is no section of the city in which they may safely buy and build.

What it would mean to the city if every citizen were a property owner and thereby interested in the quality of government given, every manager appreciates in full. It certainly is highly important that one great barrier to home ownership should be removed by the adoption of zoning ordinances in our cities.

(Applause)

Chairman: Dr. Donald has presented some sound selling arguments for zoning. The last address on city planning is to be by Mr. George B. Ford, Director, City Planning Department, Technical Advisory Corporation of New York.

CITY PLANNING AND MUNICIPAL ECONOMY

Mr. Ford: Mr. Chairman and Gentlemen:

Do You Know These Ways of Wasting Money?

Newark, New Jersey, wasted hundreds of thousands of dollars annually through delays caused to merchandise deliveries by the tortuous and congested street system which much trucking had to traverse and by the poor location and layout of terminal facilities.

A householder invests a goodly sum in a residence which loses half its value when a factory or a public garage goes up next door or a solid apartment house is built on his lot line right out to the street.

The city of Chicago is said to have wasted over \$250,000,000 between the Civil War and 1910, on public improvements that had to be scrapped because they were done piecemeal instead of as part of a comprehensive plan.

Do You Know of These Ways of Making Money?

Studies for Newark's City Plan showed how twice the

number of street cars could be run through the center of the city, to say nothing of a vast increase in the number of vehicles and pedestrians that could be handled. The same study made it possible to simplify the paving program and traffic control. The result materially increased property values.

Flood prevention, the first step in city planning in Mansfield, Ohio, not only is paying for itself in the first year, but makes it possible to give a logical development to the whole industrial section of the town.

Water and rail terminal developments, scientifically designed, such as the Bush Terminal in Brooklyn, are proving excellent investments in themselves as well as a great advantage to all the surrounding districts.

The New York Zoning Ordinance so checked the blight of encroachments in various residential sections of Brooklyn that property values came back with an increase of 10 to 40 per cent.

City planning studies in one city showed how the development of a comprehensive food-handling system, with wholesale terminals where the railroads entered the city, linked up with retail distributing points in the buying centers, would effectively reduce the cost of foodstuffs at least 10 per cent.

Do You Want a Better Town to Live In?

Social sense demands that the community shall be developed in a way to provide for the social well being of its people, and for their comfort and enjoyment during all of the hours when they are not actually engaged in earning a livelihood.

This means better surroundings for the home; control of selfish neighbors; proper private development of subdivisions; better housing; creation of playgrounds, community centers, parks, parkways and reservations; better planting of streets; control of billboards and signs, and everything that may make for more enjoyable living.

The creation of building zone restrictions, the regulation of billboards and signs, the control of subdivision layouts can all be taken care of under the police power with relatively insignificant expense.

The provision of playgrounds and community centers can be worked out largely in connection with the school program, with little additional cost. Many cities have taken land along river bottoms or on cliff sides, almost useless for building, and at a ridiculously small cost have made out of them charming parks and parkways.

Do You Want a Better Town to Look At?

If, as you enter a town you come out into a slovenly neighborhood, with disorderly, narrow streets, you get a bad first impression, that impression is often a lasting one. **Eyesores** do not pay. Besides order and good taste do not cost much.

We heard a lot at first about the "City Beautiful." Then the term was suppressed because city planners were told that "good business men" opposed it as being an affair for women and long-haired dreamers. Fortunately that ultra materialistic period is passing; "good business men" realize today that order and charm are good business assets.

Attractive streets, well-planted, with well designed street fittings, pleasant parks and open spaces, appropriate public buildings, well grouped in attractive settlements, houses set well back from the streets, orderly sky lines, all serve to create a sense of self-respect that means much to a community. Such things develop their pride and loyalty, and attract desirable new citizens.

Do You Want Fuller Value for Your Taxes?

As taxes increase, are you getting full value for the money spent by your town? Much of it goes into public improvements. City planning can check up these outlays and provide a comprehensive program of action on the best experience of well managed cities.

Good business demands that those who benefit by a development should pay for it. City planning shows how improvements can be paid for by local assessment in a way that will not work hardship to the individual but at the same time will greatly reduce the burden on the city as a whole.

Zoning, after its remarkable success of four and a half years of operation in New York City, is now already in effect in a dozen or more cities and is being actively pushed by scores of others. By protecting the individual against a selfish neighbor, it stabilizes property values and almost invariably increases them. In New York City many thousands of valuations have been increased directly on account of the protection and assurance afforded by the zoning ordinance. This increase in taxes has paid the cost of zoning many times over.

City planning, including zoning, by making it possible to calculate definitely on the amount and character of growth of each city block, determines with accuracy roadway and sidewalk widths, paving, curbing and grades, sewer, water and gasmain sizes, the location and size of schools, fire houses, playgrounds and other public property instead of having to

provide everywhere as heretofore for any possible eventuality. Thus St. Louis calculated a saving of \$2,500,000 on its sewer system alone.

How a City Plan Answers These Questions

All of these ways of saving money or of getting more for the taxes or of making the town more liveable or more attractive form parts of a comprehensive city plan.

Such a plan corrects the mistakes of the past in the older parts of the community and avoids these mistakes in the newer parts. It lays down a thoroughfare system to which all private subdivisions and all public works must conform. It helps to solve the problems of grade-crossing elimination. It plans a practical development of the transportation systems whether by street car, bus, railroad or waterway. It effects economy in the handling of foodstuffs and other goods. It plans ahead for recreation and enjoyment by laying out a playground, park and parkway system. It locates scientifically and with adequate setting all public and semi-public structures.

In one New England city a large part of a carefully worked out plan for a park system had to be thrown away when the city finally got around to making a comprehensive city plan, because all the phases of the physical development of a city are interrelated and no one of them can be treated effectively without taking into consideration all of the others.

Nor can a city plan stop at the political limits of the city or town. It must consider the whole tributary area so that the surrounding communities may develop with the principal town as a part of a common metropolitan or regional plan which is for the best interest of all.

How a City Plan Is Made

Rarely has a worth-while city plan been worked out by the city engineer or by a local board. By the very nature of their work they have their noses too close to the grindstone,—they are too amenable to local influence. The work inevitably demands the perspective, the breadth of vision, the disinterestedness of an outside specialist, who can bring to bear the experience of many other cities. He does not supplant any existing city officials but in close collaboration with them he studies all of their interrelated problems and weaves together practical solutions into a coördinated plan for the most logical improvement and growth of the whole city and its surroundings.

The city planner determines an order of urgency whereby the city money available for improvements in any one year is

applied to the most urgent and necessary parts of the comprehensive program of action. Thus each year can show an important step forward in the achievement of the general program without necessarily bringing any new burden of taxation on the community.

Where to Start

The range of city planning makes it difficult to grasp at first. However, there is one side of city planning which necessarily appeals to the public more quickly than the rest because it affects them more immediately and that is the control of the development of private property.

Building codes, housing, sanitary and billboard laws or ordinances exist pretty generally over the country, although often in need of revision to bring them up-to-date. Many municipalities are already controlling subdivision layouts.

There remains the creation of a building zone ordinance to protect the property owner against the selfish use of neighboring property. More than anything else it puts system and method into the development of the city.

In those cities, where a building zone ordinance is in effect, the citizens who have to do with real estate are enthusiastically in favor of it. The sooner it can be undertaken the more nuisance and waste can be avoided or stopped. It is the best investment that a city can make today.

Zoning as a first step in city planning shows up vividly the practicableness and the necessity of working out the rest of the comprehensive city plan.

Furthermore as soon as a city is launched on the work of zoning, it becomes more and more obvious that regulating the use of private property can be done intelligently only by knowing something about the city's problems of circulation, sanitation, recreation, and administration, and the general lines of their solution.

This means a general city planning survey or inventory of assets and liabilities. It is quickly done by one who knows what to look for, but it is of inestimable value not only in making zoning practical and effective but in addition to a mass of publicity material, the survey provides a program of action and an order of urgency. It also provides the "follow up" program which the community should be ready to concentrate on after zoning is completed.

(Applause)

(The Chairman adjourned the meeting)

November Sixteenth, Morning Session

George M. Zimmerman, City Manager, Sandusky, Ohio, Presiding

Chairman: We shall start at once upon our morning's program as we must adjourn promptly in view of the Rotary Club luncheon. Our first speaker will address us upon "New Methods of Fire Prevention": Mr. George B. Muldaur of Chicago, general agent of the Underwriters' Laboratories.

NEW METHODS OF FIRE PREVENTION

Mr. Muldaur: I have not prepared a formal paper for you for the reason that I want to talk to you freely, and if you will talk back at me, I shall be very much pleased. This subject is peculiarly appropriate to your body, and I took the liberty of forcing myself upon you, and asking Mr. Otis if I might say a few words to you in regard to the Underwriters' Laboratories, with a view to reducing even slightly the perfectly absurd number of fires and accidents of every kind throughout the country. I suppose there is no doubt whatever that your form of municipal government marks the greatest step forward so far toward good city government. But also it is true that with added privileges such as yours, there is an added responsibility. I imagine that you individually are more personally responsible than the mayors of cities under the old regime, and that you have more personal power in administrative matters than the old style mayor.

When you stand on your highest building and look down upon your city what do you see? Remember you have in addition to the responsibility of good clean government, the care of the lives and property of your people. When you look down upon your city you see potential fires, death, destruction. Since I have begun talking, two serious fires have broken out in the United States somewhere, perhaps in your town. We are having 15000 fires a day—almost one fire a minute. It is in your power to reduce this waste.

Enormous Fire Loss Unnecessary

I am going to run the risk of boring you with a few statis-

tics. Statistics are stupid sometimes but these are necessary to my subject and may be interesting.

In 1918, we burned up \$350,000,000 and there were 15,000 deaths by fire. We find \$283,083,101 fire loss reported officially which represented \$51,475,061 increase over 1917. Uninsured property losses and unreported losses, not included, add 25% to this figure. Of this, according to the findings of the National Board of Fire Underwriters, \$250,000,000 were absolutely preventible.

Now, as to causes. Notice how many you can see individually that you might prevent in your own municipality:

From exposure, buildings placed so that a fire can start from another fire in the immediate vicinity, \$64,000,000; an increase of \$20,000,000.

Electric fires, due to defective wiring, \$21,000,000; increase of \$900,000.

Careless use of matches, and smoking, \$16,000,000;—\$1,000,000 increase.

Defective chimneys, \$12,000,000; increase of \$216,000 from 1917 and increase of \$700,000 from 1916.

Fireworks, \$280,000; increase \$50,000 over 1917 and 1916.

Gas, nearly \$3,000,000; increase \$500,000.

Hot ashes and open fireplaces, \$3,000,000; increase \$172,000.

Petroleum and its products, \$6,000,000; increase \$550,000.

Sparks on roof due to use of inflammable roofing materials, nearly \$7,000,000; slight increase from 1917.

The roofing feature was what started the recent disastrous fires in Bangor, Salem, Chelsea, Atlanta, Augusta, Ga., Ft. Worth, Houston, Jacksonville and Nashville.

Stoves and furnaces, \$12,000,000; slight decrease.

Explosions, \$3,000,000; increase \$1,500,000.

Sparks from machinery, \$8,000,000.

Incendiarism, \$3,000,000.

Lightning, \$9,000,000; 90% preventible by rods.

Sparks from combustion, \$5,000,000; slight increase over 1917; \$1,600,000 increase over 1916.

Spontaneous combustion, \$10,000,000; about the same for three years.

Unknown causes, \$88,000,000; in 1917, \$66,000,000, and 1916, \$48,000,000;—\$40,000,000 more in 1918 than in 1916. Nothing in the world but ignorance, carelessness, indifference!

The United States Geological Survey computed in 1907 that the amount of property destroyed in this country was equal to the full value of all the gold, silver, copper and petroleum produced.

We are spending per capita for fire losses five times as much as England, twelve times as much as France, 15 times as much as Switzerland, and 22 times as much as Holland. Most of these losses are preventible.

Reports of National Board of Underwriters Available

Col. Waite told me the other day that you would be helped greatly by coöperation with the National Board in refusing insurance to criminally dangerous risks. That board, as possibly you do not know, has no jurisdiction whatever over rates, or power to dictate. The various boards of underwriters act independently. They work in harmony all over the country, but independently. If the local conditions in a town are not good, it is up to the local board. I bring you from Mr. Mallalieu, general manager of the National Board, however, an urgent request to get the reports that the National Board publishes and issues for your individual benefit. These reports are made on the fire condition of every town in the country. The amount of information you will receive there would cost your city many thousands of dollars if compiled by yourselves.

Pittsburgh Pays for Delay

The Board published sometime prior to January, 1917, a very extensive report of conditions in Pittsburgh. There was one black spot, a full block in the business district, which was rotten. Not only did the Board publish this warning but it was spread in all the newspapers in Pittsburgh. It was made a matter of special interest. It was put before the city council and the Mayor's attention was called to it, and not only was it published once, but attention called to it several times afterward.

On January 27th, 1917, fire destroyed this entire block. No attention had been paid to the report which was still on file. This is just one instance where heeding the warning of the Board would have prevented a serious and costly fire.

"Self-Inspection" Blanks

In preventing fires in your town, the first thing to be done is, of course, to see that your professional fire fighters, your police, and your department heads and personel are the best obtainable. This is a trueism. You can go very much farther than that. The next step in the prevention of fire is the education of officials and the public to that end, and this education begins with you, the chief magistrate of the city and goes down

to the smallest kid in town. The National Board has prepared what are called self-inspection blanks, issued free, of course, to anyone who will use them. Here is the suggested form of blank for industrial plants. Every conceivable question regarding the plant is asked on these sheets. If anyone of you wishes this blank, you can send to the Board, 76 William street, New York City, and they will be glad to send a supply of them as copy from which you can have more printed yourself. The same questions do not apply in every case and it is suggested that where cities make use of these, they get a number of them to send to the various industrial plants in town and let the plants themselves have them printed for their own use. They may then be filled out daily or weekly or as often as desirable and sent in to the fire department or whatever department you prefer.

Home Inspection by School Children

Going further than that, the Board has prepared a home inspection blank for school children, which is interesting. That is being used a great deal. I have one here made out by a small child and it is very interesting. It asks such questions as this: After the name, street and number—Is there any rubbish in the basement or cellar? Are the floors under stoves protected by metal? Are the chimneys in good repair? When were they cleaned last? How is the house heated? All these items have a tendency in the right direction.

Question: What grade children do you use on that?

Mr. Muldaur: All children in the public schools.

Question: Through all the grades?

Mr. Muldaur: Of course. It depends wholly on the teachers and the principal of the school. They have found that you can get excellent results from the small children. Small children are more prone to tell secrets which larger ones might not say anything about.

Question: Why don't you send this around on Fire Prevention Day in all the cities?

Mr. Muldaur: They do. The Board has had it syndicated and published in the newspapers throughout the country and the remarkable thing is that so few have taken advantage of it. You didn't see it, evidently. And there are some millions of others that haven't seen it. It has been advertised for the last year.

Member: Put the names of the members of this association on your mailing list for that.

Mr. Muldaur: I want to do exactly that thing and I was going to speak of it later. I am glad you asked me yourself.

Please ask questions as we go along.

Question: I did not get the address.

Mr. Muldaur: National Board of Fire Underwriters, 76 William St., New York. I wonder if it would not be as well, though to address any such request to me personally in Chicago. You have my name on the program, and the address is 207 E. Ohio St., Chicago. I shall take great pleasure in being personally responsible for your getting any information regarding this and kindred matters that you send for. If you forget that just address Underwriters' Laboratories, Chicago, and anything connected with our work or that of the National Board you will get.

Best Channels of Popular Education

In regard to this educational matter great good may be done through Women's Clubs. Possibly you don't stop to think of it, but most homes are run by women and many homes have piles of rubbish and clothes closets, attics and cellars filled with materials that are more or less inflammable. Sometimes the maid throws greasy cloths in the closets. Sometimes you do it yourself. These things are under the direct supervision of the woman of the house and the more she knows about the hazard that she is living under and surrounded by, night and day, the more chance of these hazards being removed.

Another good point of contact is through your local Chambers of Commerce, Rotary and Kiwanis Clubs, Credit Associations, etc., and right there I want to say that the Chamber of Commerce of the United States has been good enough to offer to coöperate with the Underwriters' Laboratories in arranging an itinerary for me which will, I hope, take in the entire country. This publicity, is partly for the Chamber itself in relation to its department of fire prevention, and partly to show what the Laboratories can do to that end, and in connection with that tour, I have assurances of cordial coöperation from the International Secretaries of the Rotary and Kiwanis Clubs. I hope that in these talks we can spread the gospel of fire prevention a little more intensively than it has been done before and enlist the support of the local press.

Work of Underwriters' Laboratories

Now, all this is leading up to the work that the Underwriters' Laboratories are doing and are prepared to do. The laboratories are absolutely for service and not for profit. They were established by the National Board of Fire Underwriters and for a time maintained by them. A small fee is charged to

the manufacturers of materials tested and that fee is graded so as to be enough to cover expenses and put the laboratories on their own feet financially. No one gets any dividends. The laboratory tests every device brought to its attention for its relation to fire and accident hazard, places its label upon it, and lists such articles as pass these tests. The lists are free for the asking. It is the wish of the Laboratories that everyone interested in any way in the selection of material relating to fire prevention send for the list and look for the label.

The label, however, does not mean that the article so distinguished is the best thing in the world. The label establishes a minimum standard beyond which you may go as far as you like but anything bearing the label is sufficiently good for its purpose. It is safe. Look for the label and you can't go wrong.

Any of you will be most welcome to go over the laboratories in Chicago. The building itself is an example of fire proof construction that is second to nothing in the world. It occupies about 260 ft. front and is a model of not only fire proof construction but of equipment. About 50,000 feet of floor space is devoted to every kind of testing that is applicable to fire and accident prevention, and after those tests are made, the results are sent out to councils,—fire, electric, casualty, and automotive, and the members of these councils pass on the findings of the engineers.

Question: When was this building built that you speak of?

Mr. Muldaur: The building was completed about seven years ago. We were on the south side up to 1905 and then moved up on the north side, and built the first section of the present building in that year. It has had two additions since then.

Question: Did you have any experience with fire in that building?

Mr. Muldaur: No. There is nothing in the building to burn. It is built of fire resistant materials and the equipment and trim is entirely steel. There is not a rug in the place. The office of Mr. W. H. Merrill, the founder and president is an example of what can be done in this regard. The whole room is done in tapestry brick, and it is as handsome a room as you will see. There is nothing in the place that can burn, but the building is equipped with sprinklers to show how it should be done. Some of the tests made require interesting special apparatus; for fire doors, columns of wood, concrete and steel, safes, roofing material. to mention a few at random.

That completes, gentlemen, very roughly, a description of what the laboratories are prepared to do for you. For our

part we wish for closer coöperation with everyone interested in our work, and as I said before, we can't do our best work without such coöperation. We don't know everyone that wants our service. Pass the word along.

Chairman: During the discussion, give the name of your city when you rise.

Mr. Sletten, (Adrian, Mich.): The National Board of Underwriters made recommendations whereby we come in the two and one-half class. We have carried out these recommendations as far as possible. The fire chief tells me that there are different inspectors that come around; one inspector comes around one year and makes certain recommendations and the next year another inspector will come around and change them, in spite of the recommendations, and no matter how we have tried, we are unable to get into the lower class.

Mr. Muldaur: That is for your Local Board.

Question: The question is how can we get at the real standard?

Mr. Muldaur: Will you give the whole story of that case in a short letter to me? I will put it before the proper authorities and give you a direct answer?

Member: Yes.

Edgar E. Parsons, (Springfield, Ohio): Will you state the advantage of a building code with rigid inspection regarding fire prevention?

Mr. Muldaur: It seems to me that is obvious.

Mr. Parsons: Is it true that a building code in a great many respects is for the purpose of eliminating fires?

Mr. Muldaur: Yes. If the building code were perfect, and perfectly enforced it would wholly prevent fire, and in the extent to which it approaches perfection lies the ultimate protection from fire loss.

Mr. Parsons: Is a building code necessary to any city for fire prevention?

Mr. Muldaur: It is at least highly desirable and it is urged by the Board and the laboratories. If we can be of the slightest service to you in getting up such a code we shall be glad to do it. We have data relating to building codes that I think may be useful.

Mr. Parsons: We have one in Springfield, Ohio, and that was one of my reasons for asking you.

Mr. Muldaur: I am glad you spoke of it.

M. H. Turner, (Ashtabula, Ohio): Your building code don't amount to a whoop. You can give the firemen instructions, making inspections under the state laws, which will pre-

vent fires. You have a building code and you can lay it on the shelf and forget it.

Mr. Muldaur: True. Any code unenforced is valueless.

R. W. Rigsby, (Bristol, Va.) I want to know if we can ask specific questions as to how to handle certain kinds of fire.

Mr. Muldaur: The National Board can give it to you, if I can not.

Mr. Rigsby: Possibly I can get the answer from some of the men who have been in the oil field. We had a fire which we did not anticipate, of course. We had a car load of asphaltic oil which had gone into a pit, and it caught fire.

We did not get through with the fire fighting apparatus in time—we did not get there until it went up considerably. We were unable to put it out. I want to know of some method of fighting that fire,—smothering it out. We were unable to do it.

Mr. Muldaur: Has anyone in the room had experience with a type of fire extinguisher that does exactly that thing—smothers a fire rather than wets it? There is such a device, I believe.

Remark: I have not had any experience but I notice a great deal of advertising of freezone. I have not seen any but it is claimed to do that thing.

Mr. Muldaur: That is a corn remover. Aren't you thinking of fire foam? (Laughter)

Mr. Brownlow: In connection with what you spoke about—home inspection, I thought it might be of some benefit if I relate an experience we have had with the use of the Boy Scouts, by the device of having the Scout Council put on its examining board, the fire chief; in any town the fire chief is the boy's hero. They are heroes in the eyes of the Boy Scouts. If you approach your Scout Council, get the fire chief put on the examining board and if the Scout Council make home fire prevention one of the honors of the Boy Scouts, you will find it will do a great deal of good work. The boys go through the examination by the fire chief and they get an honor for it.

Mr. Muldaur: I am glad you mentioned that. I should have spoken of it myself. There are so many points of contact with children that it is very difficult to get to them all.

I won't take up any more of your time. Since I have been speaking, there have been nearly sixty fires started in the United States. One a minute. That's enough for the present. Please let me repeat the request that you send to us for any information and any suggestions that occur to you at any

time. I greatly appreciate the reception you have given me.
(Applause)

Chairman: The next subject, that of the Occupational Tax in Cincinnati, is a very vital question, particularly so to many cities who at this time either have put it into effect or are about to put into effect. I therefore call on Mr. R. C. Kuhlman, Occupational Tax Deputy Auditor, of Cincinnati, Ohio.

I would ask this. Let us refrain from asking the speakers questions until they have finished their discourse.

THE OCCUPATIONAL TAX IN CINCINNATI

Mr. Kuhlman: Mr. Chairman, members of The City Managers' Association: I certainly appreciate the honor and the pleasure of speaking to you about the so-called occupational tax. There are two separate and distinct ways for a city to raise sufficient funds to carry on its municipal functions. One is by licensing for regulation and one by taxing for revenue. Let us not lose sight of the fact that any licensing power can only levy upon a business, an amount sufficient to cover the cost of regulation, granted to the cities under its police power. Taxes may be levied by any taxing power depending in amount upon the needs of that taxing power, granting the privilege.

In 1911-1913 the city of Cincinnati derived over \$1,000,000 from the state liquor license. In 1917 the State Legislature passed a law limiting the number of saloons to one for every 500 persons, which reduced the liquor revenue of this city to approximately \$570,000. When prohibition took effect this amount was taken away and Cincinnati found itself without sufficient revenue to properly conduct its affairs. The mayor, Hon. John Galvin, immediately ordered retrenchments wherever possible. Men were laid off in the different departments. Only absolutely necessary supplies were purchased. Then the mayor called the business men together. He layed before them the problems of the city and impressed upon them the necessity of increasing the revenue of the city at once, and called upon them to make any suggestions that they might desire. After considering the various plans presented, a committee was appointed to draft an ordinance to place a tax upon all businesses, occupations and professions. This action resulted in the occupational tax. The preamble of this ordinance is self-explanatory:

Whereas: The funds obtained by the City of Cincinnati as its proportion of the revenue derived from taxation of real and personal property listed upon the yearly tax duplicate of Hamilton County are inadequate properly to carry on the varied and increasing number of municipal functions and to afford adequate police and fire protection and to provide

for the other municipal facilities necessary for the health, safety, morals and general welfare of the inhabitants of said city;

Section 812-1 That there be and is hereby levied an annual occupation tax upon all persons, firms and corporations carrying on in the City of Cincinnati any of the trades and occupations, and transacting in said city any of the businesses hereinafter specified, for carrying on and conducting such trades and occupations and for transacting such businesses in said city, and upon each and every person carrying on in said city upon his own account (and not exclusively as an employe) any of the professions hereinafter specified for the carrying on of such professions in said city, in the amounts set opposite such respective trades, professions, occupations and businesses as follows:

Every Phase of Business Covered

It will readily be seen that this ordinance covers every phase of activity in which any person, firm or corporation would be engaged. It will also be noted that there is no tax placed on the employee or wage-earner. For convenience and expediency in collection, this tax has been divided into semi-annual payments due as follows: Wholesalers and Manufacturers due April 1-15 and October 1-15 of each year; Retailers and Miscellaneous professions and occupations from A-L due May 1-15 and November 1-15 of each year; Miscellaneous professions and occupations from M to Z due on June 1-15 and December 1-15 of each year. This tax is collected in advance and refunds are provided for in case of discontinuance of business. In like manner taxes are apportioned for the remainder of the term in case a business is commenced after the due date. There is a five per cent penalty collected for non-payment on due date and which accumulate an additional five percent every thirty days thereafter for continued non-payment.

We have approximately 18,000 persons and firms paying this tax and during the existence of this ordinance up to the present date, one and one-half years, we have taken into court only six cases, four of which were for the purpose of testing out certain phases of the ordinance. We have received the undivided support of the business men and they have assisted us in every way possible in the collection of this tax.

Methods of Computing Tax

The plan of computing the tax returnable by any taxpayer has been definitely laid out, and is founded on the following principle: Basic tax plus tax on employees equals total tax. The basic tax varies from three dollars for the retailer to twenty dollars for the stock broker. To this basic tax is added a certain sum for each employee, namely from one dollar for the retailer, manufacturer, wholesaler, and other businesses along the same line to two dollars for the stock broker, bank,

etc. This plan, you will readily see, levies the heaviest tax on the business having the most employees.

There are also certain businesses and professions on which it is deemed advisable to place a flat tax such as railroads, telephone companies, telegraph companies, and express companies. There is also a provision in this ordinance that when the employee is of a professional nature such as a dentist, physician, attorney, engineer, architect, etc., the basic rate shall apply to each, namely \$10. Thus, if a dentist had seven dentists working for him his tax would be \$80 semi-annually.

In computing this tax on some businesses certain real and personal property conditions are taken into consideration as in the case of a barber shop where the proprietor is not taxed on the number of men employed but on the number of chairs, and as in the case of a stock yard where the proprietor is taxed according to the amount of space covered by the yards, measured in square feet.

Yields Half Million Dollars

The first ordinance passed by our city council netted approximately \$302,000 annually and it is estimated that the revised ordinance will net approximately \$550,000. This department is handled by nine men and is assisted by one patrolman in plain clothes. Twice during the year a complete canvass is made of the city by five of the same nine men, who call on every business man in the city and see if this man has been properly classified. These men are instructed to explain, if necessary, to the taxpayer the necessity of levying this tax and give information as to the city's finances. This system, you will see furnishes that desirable result that comes only from personal touch.

We do not ask our police department to have their men call upon these taxpayers for we feel that in the great majority of cases the delinquents, under this ordinance, are not intentionally delinquent but are so from unfamiliarity with the ordinance and from just plain forgetfulness. Of course in some cases, fortunately very few, stronger methods must be pursued and in such cases we send the patrolman assigned to this department, in plain clothes, to call upon this taxpayer, to explain to him the necessity of payment.

We mail to each taxpayer an application blank together with a schedule covering the rates applicable to his particular kind of business and make mention thereon that payments can be made by mail. In other words we encourage this manner of collection and as a result of this plan collect approximately 80% of the total by mail.

Constitutionality Upheld

Now as to court decisions, we have not up to the present time lost a single case that we have taken into court. Before the present ordinance was instituted a substitute ordinance with the same administrative features, making it a misdemeanor for non-payment, was taken to the Supreme Court of the State of Ohio (O. S. 16013-1918) on mandamus to determine the constitutionality of the same. This court found the same legal and constitutional. Various phases of the present ordinance have been tried out in the lower courts. I can not relate all the details concerning them, but one decision holding it constitutional to imprison for non-payment, will probably interest you. In the Court of Common Pleas, Judge Matthews presiding, it was held that imprisonment in this case was not for debt but for failure to meet the responsibility of a citizen. If there are any questions I shall be glad to give you any information that I may have. I shall be glad to furnish the chairman with a number of extra copies of this ordinance. (Applause)

Question: I suggest the Secretary obtain copies of the ordinance and mail to the members.

Chairman: The Secretary will please take note.

Question: Has anyone raised the point in assessing manufacturers as to whether the poll tax is constitutional?

Mr. Kuhlman: A clause was inserted in the new ordinance that provides that this tax is not a tax upon an employee, but that the manner in assessing the amount against a fixed number of employees is a matter of computation and not assessing a tax against an individual—the same way in computing against measurement of property.

Question: There has been no court decision?

Mr. Kuhlman: No, not on that point.

Question: Do you have a poll tax in Cincinnati?

Mr. Kuhlman: We have no poll tax in Cincinnati.

Question: Is this occupational tax a tax in addition to the license ordinance?

Mr. Kuhlman: It is a tax in addition to the licensing ordinance, and it provides further that wherever there is a license this tax shall be in addition to that license levied upon that class of business.

Question: Do you have a license tax for physicians?

Mr. Kuhlman: No.

Question: Do you have an occupational tax for them?

Mr. Kuhlman: Yes. The only licensing ordinance we have provides regulations for theatres, dance halls, ball rooms, billiard rooms, vehicles, etc.

Question: Has the ordinance been tested out by the courts?

Mr. Kuhlman: Before this tax was written, there was taken to the Supreme Court of Ohio a similar ordinance providing a tax on osteopathic physicians and bottle manufacturers, bringing out the two classes, the professional class and the manufacturing class. This was taken after the city auditor refused payment after being proffered. It was taken to the Supreme Court which held that this law was constitutional. It could levy this tax under the charter providing for home rule.

Question: Would this operate against the ferries?

Mr. Kuhlman: We don't levy on ferries and ferries present a little different proposition. We find the same thing here in this city. There is always a question as to what is the direct boundary line between Ohio and Kentucky, but we provide a license upon various landings on public property. This is a license for regulation. We do not include that in the occupational tax.

Mr. Miller, (West Hartford, Ct.): Do you include jitneys?

Mr. Kuhlman: We include them in the occupational tax, ten dollars per annum on each machine; also we provide a license upon the keeper of a taxi-cab, \$5.00 per annum for each machine. We provide a license upon the chauffeur, and provide examination before a commission and a fee of \$1.00 under the licensing ordinance for regulation.

Springfield Taxes Laborers Also

Mr. Carr, (Dubuque, Ia.): I have no question. I want to explain a revised version of the Cincinnati Plan. Springfield sent to Cincinnati last year, 1919, and secured a copy of their ordinance, because we needed some money. We took some suggestions from the solicitor of Cincinnati and some from other officials. Cincinnati is about ten times the size of Springfield. They had collected \$300,000 in 1918. We needed \$100,000 and we had to plan to get it. We asked why they taxed business and did not tax occupations or did not tax the laboring man. We were told that they felt difficulty in collecting such a tax was more than the amount of tax that they could get, and they did not do it.

We worked out an ordinance, taxing every laboring man in the city of Springfield directly. We were not allowed poll tax. We got \$3.00 a head from every laboring man and woman in the city of Springfield. There are something like 20,000 laboring men and we got about \$60,000. From the business men we got an equal amount, so that we collected in Springfield from this source something like \$125,000. I want to ex-

plain how we side-stepped the difficulty of collecting this money by delegating the collection to the employers themselves.

The employers of labor collected this tax and deducted it from their payrolls turning it over to the City of Springfield directly. That method of collection would not be possible under any other plan than possibly city management plan and non-partisan control.

When you collect a new tax from so many people, it comes unwillingly—at least it doesn't come willingly in every case, and there is apt to be resentment and that resentment is apt to have its effect upon the political party in control. We had no real difficulty in Springfield in collecting this tax. We had to have the money in order to meet our necessary expenses.

There are many advantages in this plan. There is a real value in just bringing each man into close connection with his government and making him realize it costs something for the service which is rendered to him by the city, and he has a direct obligation to help to support the municipal government which takes care of him.

Mr. Miller: I want to ask if it would result in double taxation. Does the employer pay his tax at \$2.00 a head for the employees and then tax the employees for working there because he is an employer?

Mr. Carr: It results in collecting double the amount of money but not double taxation. The employer pays for the volume of business he does. The employee pays for the privilege of his employment. We get the money twice but it is not double taxation. (Laughter).

Mr. Hall, (Jackson, Mich.): Are there any other cities that have an occupational tax?

Mr. Kuhlman: The city of Louisville has the occupational tax also. Buffalo, Cleveland, Dayton, Oakland, and other cities have written us for information and I believe a great number of cities will install this tax, because I don't think Cincinnati is lonesome in financial troubles. I think we all need the money badly and so I feel there are a great number of cities that will adopt this plan of raising immediate revenue. I shall consider it a personal favor if, at any time you desire any information, you will write to me at the City Hall, R. C. Kuhlman. I shall be glad to answer any question that may not occur to you at this time.

Mr. Manning, (Nowata, Okla.): If anyone cares to have a copy of our occupational tax ordinance, I will be glad to send it to him.

Mrs. Carr, (Dubuque): I feel impelled to say this because

I am the only representative of my "race" at present in this room. (Laughter). Every rich woman in the city of Springfield who rolls around in her automobile paid no occupational tax. Every widow woman who works in a factory and earns \$12.00 a week paid her occupational tax, and I don't see why they should do it. The discrepancies of that law between men and women were only too evident to me and I don't believe that the law should discriminate, even though we appreciate your chivalry in not forgetting us in these times. I think every rich woman in Springfield and everywhere should not escape the occupational tax simply because she happens to work at an industry which appears to be unrecognized as an industry. (Applause). I thank you. (Applause).

Chairman: We appreciate your being here, Mr. Kuhlman. We have about seven minutes before the time of closing. We will proceed with the next subject: "The Relation of the Chamber of Commerce to the City Government." Mr. Kenyon Riddle, city manager of Xenia, Ohio.

RELATION OF CHAMBER OF COMMERCE TO CITY GOVERNMENT

Mr. Riddle: Mr. President, Ladies and Gentlemen:

I am glad the discussion on occupational tax came up just before the discussion on relations of Chamber of Commerce to City Government, because it brings to our attention the necessity of a modern and active Chamber of Commerce, an institution valuable for keeping the people informed on public questions.

I have had in my few years of business life a rather varied experience in dealing with people. In a city of Kansas where I was engineer and manager, I had none of these institutions through which the public official may deal with his people, such as a modern Chamber of Commerce, Rotary Club, ect.

We found it absolutely impossible to inform the people or to even succeed without these institutions—and we put into effect this so-called city manager form of government in Abilene before the people understood it; in other words, before they were sold on the idea. I can say that I did it almost by myself and I don't think that this is conceit because we failed, and I don't think any man alive can deal with all problems by himself—this idea that we can get along by ourselves is wrong.

We have to have the assistance of certain institutions in order to get the proper relationship that we must have to succeed with the people.

Now, in Abilene, we had the commission form of government—three commissioners who actually thought that it was unnecessary to deal with the people at all. The people elected them and put them into office to run the thing and just as soon as they turned the job over to them, these people were supposed to sit by and look on and keep their mouths shut. I managed to get the commissioners to agree to this new form of government. That went on for a while until finally the commissioners became a little jealous of their prerogatives and decided that the thing should discontinue. If I could have had some way to get in touch with the people, I believe the plan would have continued there but there was no way. The people had not put the plan into effect and they had nothing to do with its being taken out. In fact, they did not know much about it.

Without Chamber of Commerce It's Every One for Himself

One day, the mayor said: "If you are going to continue to receive suggestions from the business men's association, women's clubs, etc., you might as well quit." So I thought it was about time to quit and I did and then I took over the position of secretary of the Business Men's Association of Abilene.

Then I had an opportunity to find out what that institution amounted to. It was a business men's association, as a good many are, inactive and not modern. The members had little interest in city government, and there was no reason why they should have interest for they were like the women before equal suffrage was granted, they had little voice in their city's government. After becoming disgusted with the work of the Business Men's Association, I went into private business. One cannot succeed as a public official where such institutions as Chambers of Commerces are not in existence—these institutions through which you can inform the people. One might as well get into private business, if he lives in a town like this one for everyone is for himself. I got in the engineering business and did well, but I like to deal with the people, so since the by-laws of the City Managers' Association allowed me to continue to stay in the Association, I attended the Convention held in Detroit and got back to dealing with the public. I went to Xenia as its manager in 1918.

In Xenia they had a business men's association—rather active but not modern. The people had awakened to the interest in a new form of government and in this city where home rule and local self-government are permitted, people had put into effect this new form of government. They understood it. It was properly sold to them. They were willing of course,

having taken part in the thing, to get behind it and make it a success and as most cities where the new form of government comes into effect—overthrowing the old scheme. The people continued their interest to the extent that they put in good commissioners, and right here is where the thing can easily fail if there is not a modern Chamber of Commerce in my opinion. Other organizations and societies help but it seems to me like the modern Chamber of Commerce is necessary because it represents all classes of people. It is non-partisan. Practically all institutions are represented in the Chamber of Commerce. I saw the necessity of Xenia having a modern Chamber of Commerce.

Modern Chamber of Commerce First Aid to Manager

There was a man there in the newspaper business who was a very active person and he came to me one day and we were talking about the necessity of keeping the people informed. He was very liberal with his space in the newspapers, so we got a lot of stuff in the paper, but many of the people do not read the newspapers as evidenced by the fact that you may carry on a campaign and explain things clearly and have big business men who should be interested, and if they would read the stuff it could be understood by them—have these men come to you and ask questions that were explained completely in the edition of the evening paper of the previous day. This newspaper man asked if we could not expand the existing business man's association. I suggested he write to Mr. Otis who put him in touch with the American City Bureau.

The American City Bureau sent out live wires and put across a Chamber of Commerce. Then a secretary was employed and they got a good one. I find that it is not difficult to make people understand what the city government is doing. Once in a while a person will go to sleep on the job. He may become so interested that he does not hear criticism. In Xenia, we were carrying on about three-quarters of a million dollars worth of construction work. I thought everything was going along fine—I was busy. And it finally came to my ears through the Chamber of Commerce, which gets public opinion—that the city government was rather unpopular—that they were being blamed for extravagance. A mass meeting was suggested for enlightening the people but it would not have done for me or the commissioners to have called this meeting.

Value of Non Partisan Mass Meeting

The Chamber of Commerce through its civic committee decided to hold a mass meeting. On that committee were people of all classes, so that this meeting called and signed by the committee was not recognized as being a defense by the accusers, nor did the friends of the city administration think that the meeting would be packed by people unfriendly. The Opera House was therefore, filled. The chairman was a man who was recognized as never taking part in factional politics. He asked that the city government be given an opportunity to defend itself against the charges which had been made public by having been printed in the papers, and there were petitions in the field to recall three commissioners. I had notice of course, of the meeting and knew the charges. I prepared certain facts and presented them on a blackboard to the audience and then the chairman asked that some of the accusers or those who were dissatisfied get up and state in detail their charges and reasons for dissatisfaction. There was not a one of them who got up. They were all there. I saw them and the chairman knew they were there and he tried to force them to come up. They would not come up.

I noticed immediately a great change in the sentiment and the feeling there of the people. I didn't realize how serious the condition was getting. Everybody began to talk of what the city-manager plan had really accomplished. We proved this—that these extravagances that the people were charging the city government with—was an order from the people. The commissioners were careful to make the people authorize the expenditures by vote. All we had to do was to show the economic execution of the people's order and they seemed to be satisfied with the situation.

Town Meeting Idea Re-Established

Just to show what effect an example of close relationship between the city government and people has had in Xenia and what the city government received along this line from the Chamber of Commerce, one big mass meeting when they heard facts, first hand, and were enlightened and they get right back to the Chamber of Commerce, as the one institution for handling such affairs and they are going to continue the idea of the old town meeting and the closest relationship between the city government and Chamber of Commerce.

In conclusion I wish to state that I am satisfied that through close relationship between the city government and

Chamber of Commerce a great many advantages may be realized to the benefit of the people.

In Xenia, through lack of better understanding between the people and their city government the government was becoming unpopular. The Chamber of Commerce staged a "Get Together Meeting" and the smoke immediately blew away, the accusers—composed of disgruntled and unpatriotic citizens—were exposed to light and the city administration was quickly exonerated by all fair citizens.

(Applause)

Chairman: We will adjourn to meet this afternoon.

(Adjournment)

November Sixteenth, Afternoon Session

Louis Brownlow, City Manager, Petersburg, Va., Presiding

Chairman: I take very great pleasure in introducing Mr. W. D. Riley, representing the United States Bureau of Public Health Service, Washington, D. C., to speak on the very important subject of combatting venereal diseases.

COMBATTING VENEREAL DISEASES

Mr. Riley: It was highly gratifying to the United States Public Health Service to receive an invitation to send a representative to this convention to present the subject of combatting venereal diseases. This manifestation of your interest in the work is not only pleasing but very encouraging, and I consider it an honor to be privileged to present this important health problem to you. But it would take days rather than minutes to deal with all of the ramifications of this complex problem. I will therefore, touch briefly upon those measures in which you as municipal administrators may be chiefly interested and try to give you an idea of the progress that has been made since the campaign for the control and eradication of venereal diseases was begun.

The program of the United States Public Health Service for combatting venereal diseases, in which the State Boards of Health are coöperating, consists of four lines of activity which may be generally described as medical, educational, legislative and social.

First Essential, Clinical Facilities

The first essential in combatting venereal diseases is the establishment of clinical facilities for diagnosis and treatment. The first government clinic was opened in November, 1917, at Newport News, Virginia, under the joint auspices of the United States Public Health Service and the American Red Cross. Since then, other clinics have been established, until at the present time there are about 425 clinics operating under the joint control of the United States Public Health Service, and State Boards of Health where venereally infected persons may receive treatment, free.

For the year ending June 30, 1920, 126,431 persons received treatment at these clinics; 328,322 doses of arsphenamine

(which is used only in the treatment of syphilis) were administered; and the total number of treatments for all the venereal diseases reached 1,576,542. During this same period probably as many more venereally infected persons received treatment at hospitals, dispensaries, and health centers, not sharing in Federal or State subsidy, with, however, the exception of free arsphenamine; and countless numbers of other venereally infected persons were treated by physicians.

Eighteen Million Infected

It is not possible to give you an accurate total of the number of persons who received treatment during this period. Neither is it possible to give you the total number of venereally infected persons in the United States. But based on the best information obtainable, it is estimated that there are approximately eighteen million people in this country infected with syphilis and gonorrhea. It is also estimated that millions of these are not receiving treatment because of lack of funds with which to pay private practitioners, and because of lack of clinical facilities to which they may go for free treatment. That this is undoubtedly true, may be evidenced by the fact that the Public Health Service and the various State Boards of Health daily receive hundreds of letters from persons afflicted with venereal diseases asking for relief. These requests come largely from persons living in communities having no clinical facilities. In many instances it is necessary for these people to go long distances, at considerable expense, which they can ill afford, to reach the nearest venereal clinic. Now these people need treatment, not only for the betterment of their own health, but for the protection of the well community. Therefore, it is obvious that the need for establishing yet other such centers of advice and treatment cannot be over emphasized.

Ignorance, Chief Contributing Factor

As one of the chief contributing factors in venereal disease is ignorance, educational measures are necessary. When we speak of educational measures, the term implies explanation, and, when necessary, warning to the public with all truth and frankness concerning the dangers of venereal diseases. We believe that information to the public should be frank without being unreasonably frightful; that it should emphasize the means of preventing infection, and the necessity for improved moral, educational and social conditions.

In attempting to educate the public on the seriousness of

venereal diseases, motion pictures, lectures, poster exhibits, lantern slides, and literature are some of the measures employed. In this work we have the coöperation of such agencies as the American Social Hygiene Society, Rotary Clubs, Chambers of Commerce, Red Cross, Y. M. C. A.'s, Y. W. C. A.'s, and kindred women's organizations, and other agencies too numerous to mention. The value of poster exhibits, which are designed largely for the education of boys and girls, and which are used largely in schools, churches, industries, and labor groups, cannot be questioned when the material is of the highest standard. The educational material published by the Public Health Service for use in teaching of children on matters of sex and reproduction, emphasizes the importance of home teaching. A number of books have been published on this subject for the aid and guidance of parents. These books are on the shelves of a great many of the libraries throughout the country.

Now, in this educational work we encounter the age-long false tradition that a venereally infected person is a more or less quasi criminal, that the existence of the disease must be kept a deep secret, that treatments must be sought and taken surreptitiously; and the time worn prejudice against even discussing these diseases. But happily we are finding a gradual yielding to this prejudice; a gradually increasing enlightened public view.

Must Courageously Enforce Good Laws

In addition to medical and educational measures, legislative measures are no less important. Certain legislation sincerely and courageously enforced, is necessary in order to control the wilful and ignorant persons of the community, who, themselves infected, will not take precaution to protect well persons with whom they come in contact.

Nearly all of the states now have quarantine regulations under which persons who are a menace to the community may be isolated until rendered non-infectious; regulations requiring physicians and others who treat venereal diseases to report their cases to the state; regulations requiring the reporting or prohibition of sales of patent nostrums for self treatment; regulations governing the interstate travel of venereally infected persons, and other laws necessary for the support of the movement to combat and eradicate venereal diseases.

The moral value of whatever will best safeguard the community at present and therefore make for the best in posterity cannot be questioned. The right of the community to protect its health has long been recognized. But, although in sym-

pathy with the campaign for the control and eradication of venereal diseases, reluctance and hesitancy has been manifested by some city administrators and health officials in enforcing venereal disease control laws and ordinances, especially those provisions relating to quarantine and isolation. Some city officials are extremely timid in performing this duty devolving upon them by law, because they feel that in doing so a damage suit may some day be brought against the city by some one who has suffered legal injury. Therefore, for the information of city officials the Public Health Service has recently published a pamphlet entitled: "Liability of a City for Acts Committed by Its Officers in Enforcing Health Laws." Your State Board of Health will be glad to furnish you copies. Ask for Reprint #593 from the Public Health Reports.

Regulations requiring examination before marriage and to forbid marriage in case either party has a venereal disease in the infectious stage is another piece of legislation that is vitally needed. Dr. Osler, who was considered one of the leading medical authorities in this country, said in 1916, that there are more families in the United States with the syphilitic than the tubercular taint. Others prominent in the medical profession, have made similar statements. It is a known fact that whole families are syphilized.

Sweden Leads in Health Laws

The London Lancet, one of the leading medical journals of the world, in one of the recent issues says:

"Since the outbreak of the war, two far-reaching legislative measures have been passed in Sweden. Marriage Act, 1915—forbids patients suffering with venereal diseases to marry unless the Crown's permission has been obtained. Penalty for deceit in this matter is imprisonment for one year or penal servitude for not more than four years. Legislation of 1918 makes a person with venereal disease in the infectious stage who exposes any one through sexual intercourse or indecent contact, liable to imprisonment or fine; if infection follows, liable to penal servitude for maximum of two years. Any one who in any other way than the above exposes another is liable to like punishment."

I mention this to show you that other countries are passing drastic legislation in their efforts to control venereal diseases. Now, although it is the duty of the Federal Government and the State to institute such measures as will protect the public health at present and make for a better and stronger posterity, we believe that a like duty devolves upon local communities. We believe that, in the last analysis, the control of venereal

diseases is a community responsibility, and that it is the duty of every community to adopt a comprehensive program for combatting these diseases. Such a program should include:

Community Program for Combatting Diseases

First—the establishment of one or more clinics, depending upon the size of the community. Education on the venereal diseases leads many people to seek treatment, but it is futile to educate people on this subject if there is no place provided to which they may go in their aroused interest or anxiety. Therefore, the first essential in combatting venereal diseases is the establishment of clinical facilities where indigent persons may receive treatment without cost.

Second—The vigorous enforcement of laws governing the repression of prostitution; the complete abolition of parlor houses, or houses of assignation; and the restrictions against street-soliciting, as nearly complete as possible. Although this is a public health problem and not a moral issue, it is a proved fact that prostitutes are potential carriers and spreaders of venereal diseases. All of them may be infected part of the time, and some of them are infected all of the time.

There is no more excuse for a redlight district or commercial prostitution in any form in any city than there is for a typhoid-infected water supply or mosquito breeding pools causing malaria. It is, therefore, just as logical to seek out and exterminate breeding places of vice and venereal disease as it is to exterminate the malaria-breeding mosquito or to purify a typhoid-infected water supply. On the table in the rear of this room you will find a supply of pamphlets entitled "The Case Against the Red Light." It contains arguments against the nefarious diseases breeding and spreading business of commercial prostitution. There are no good arguments for it. The so-called "necessary evil" is now recognized to be an "unnecessary menace"; and the closing of the red light districts, with public health as the issue, has accomplished in a few months what moral crusades had failed to do in years.

Third—Provision for mental examination of prostitutes. Most prostitutes are feeble-minded or mentally abnormal, and consequently highly irresponsible. If found to be mentally deficient, they should, for the protection of society, as well as for themselves, be confined in an institution and not just ordered out of town or into clinics or places of detention, kept until rendered non-infectious, and then promptly turned back into the human whirlpool to resume their sorry trade and acquire venereal disease over again. This class of women needs

institutional and custodial care, and adequate facilities should be provided for them.

Fourth—A systematic policy of dealing with sex offenders. This may include a detention hospital, or other places of detention; long-time commitments to correctional or penal institutions with concurrent medical treatment, or commitment to institutions especially provided for this class of offenders.

Fifth—A well organized and enthusiastic police force. We believe that it is possible for the police force in any community to take the profit out of commercial prostitution, and when profits cease, commercial prostitution goes into bankruptcy.

Sixth—A well organized and efficient health department with appropriations for that department sufficient to successfully prosecute its activities for the protection of public health.

And lastly—A well organized campaign of education must be continuously carried on. The interest of those already reached by education must be kept aroused, and a constant effort to reach and educate others must be made.

Now, to lessen disease is to lessen poverty and untold suffering, and to lessen poverty and suffering is to lessen disease. The venereal disease problem is therefore, not only a public health matter, but a national problem of economic conservation as well. To eradicate this national menace, the efforts of the Federal Government and the States will be continued, but the successful achievement of these efforts depends largely upon the coöperation of city administrators. In every phase of the work for the control of venereal diseases which are seriously and insiduously threatening the country, we must look to men like you for support. Men upon whose shoulders rests largely the responsibility for the health and welfare of the citizens. We appreciate your coöperation in the past and we ask your further coöperation in the future.

(Applause).

Chairman: Are there any questions?

Question: Have any of the cities given consideration to prophylactic?

Opinions Differ on Prophylactic

Mr. Riley: Nothing definite has been done in the way of prophylactic stations. These clinics I speak of may be used for prophylaxis. There isn't any clinic in the country but what is willing to give prophylactic treatment, but we do not have any special prophylaxis stations for that purpose.

Question: You have before you a campaign of education. The thought occurred to me that the moment prophylactic

could be secured, there would be a cry that you are making morality unsafe.

Mr. Riley: There are no prophylactic stations in this country that I know of. There is a certain element in the country—a religious element—who feel that the advocacy of prophylactic stations would have a tendency to increase vice. We do not advocate prophylactic stations. At the same time we do not decry that sort of institution. Some of us feel if a man exposes himself he has a right for protection. Others take different views. The question of prophylaxis has not been definitely determined by either the United States Public Health Service or by individual State Boards of Health. One State Board of Health however, I believe, has taken an advance step—the State Board of Health of Pennsylvania. They advocate prophylaxis—the sale of prophylaxis packages. There is no other State Board of Health that I know of that has taken that advanced step.

Police Women of Great Value

Chairman: Any other questions. I trust you will indulge the Chair if I say I was very much interested indeed in Mr. Riley's paper and quite thoroughly approve of that program, but there is one thought I would like to give you out of my experience and that is that I am convinced by experience that it is essential if you are to train your police force up to an adequate point—if you are to train them to do enthusiastic work along this line, you must have well trained police women. The work that was done in the city where I was in charge of the police work—after having twenty-three women under a woman police officer dealing with this problem, was so much better than we had been able to do with men alone,—that I advise any police official or city manager dealing with this problem that has not any police women in the service, to get in communication with these people who are experienced and try to get some experienced women on the job. Of these 23 police women, 18 of them were college graduates. They were women of very high social standing, one of them was the sister of the President-Elect of the United States, and she did excellent work. There is a police women division of the American Conference of Social Workers. They are available in different parts of the country. women who are trained for that work and I believe that this is a prime essential in the police work for the campaign of combatting venereal diseases.

Chairman: We have next a very interesting subject which is to be discussed by two fellow city managers,—that of

making City-owned Utilities Pay, and the first speaker is Mr. J. W. Greer, city manager, Tallahassee, Fla.

MAKING CITY-OWNED UTILITIES PAY

Mr. Greer: Mr. Chairman, gentlemen of the convention. I have been asked by our very efficient executive secretary to tell you in ten minutes what I have spent several years trying to find out; how to make municipally-owned utilities pay.

You may conclude before I am through that the time limit is too long. Our secretary evidently desires me to put in practice a motto I once saw in an office which read, "don't waste time trying to find out why a black hen lays a white egg but get the egg." With this idea in view we will proceed to try to get the egg as quickly as possible, with your help.

If the question of how to make municipally-owned utilities pay had been put up to us under the old "peanut political" form of government we simply would have answered in the forceful if not classical language of the street, "damphino" and let it go at that.

But under the commission-manager form of government there is no reason why the problem should be any greater with municipal than with privately owned utilities.

Given a first class board of commissioners, which of course, we all have, freedom from politics and wire pulling, the problem resolves itself to one of strictly business methods, applied in the most direct and business like way.

First, forget that the utilities belong to the city and look upon them as your own. Do the things you would do for yourself if you owned the plants, or if you were managing them under private ownership or corporate control.

Remember in any event that you are the active head of the utilities, the commission is the board of directors and the taxpayers are the stockholders.

The stockholders are entitled to interest and sinking fund, depreciation and upkeep funds, operating expenses and a reasonable profit on the investment.

Dividends of Service

The dividends should be the last thing considered but nevertheless should in any scheme you map out, be a part and parcel of the scheme, for you would not undertake to say you were operating successfully a privately-owned utility without making a dividend for the stockholders, therefore you should strive for the same end in the municipally-owned plants.

In the privately-owned plants the dividend sought is a money

dividend paid in cash, once, twice, or four times per year. In the municipally-owned plant the earnings after paying the operating expenses should be set aside, first to pay interest and sinking funds on the bonds of the municipality issued for the purchase or betterments of the utilities, second a sinking fund for retirement of the bonds at maturity, third, a reasonable fund for extensions and upkeep.

All earnings above those mentioned should then be given back to the stockholders, the taxpayers, not in cash but in street lighting, fire hydrant rental, water, lights, gas or sewerage for municipal use—one or all as the case may be, free, so that the tax payer may be relieved of the burden he would have to pay in taxes to get the same service from the privately owned utilities.

Many cities operate utilities and make regular reports showing considerable difference between the operating expenses and the gross receipts, and the citizens imagine the utilities are making money for them, when the truth is the taxpayers are paying interest, sinking fund and extensions, if any, out of the "general fund," which like charity often covers a multitude of sins.

Service Should Not Be Donated as Charity

No service rendered by the utilities, however small, should be gratis. Charge a regular price for everything, and if you feel that you must give something to a good cause, and you will have many alleged good causes presented to your notice, give to them in money out of the charity fund but do not give away the product or service of your plants. It is not business to do so. The product or service of all municipally owned utilities should be charged for, to the user or consumer at a price sufficient to produce enough revenue to provide the various funds above mentioned.

It is wrong to take money from taxpayers who may receive no service from the municipally-owned utilities to keep up the service for the fortunate ones who can and do get the service.

It is well known to all of you that only a part of the citizens and taxpayers get service from water works, light and power, gas and sewerage systems, whether privately or municipally owned, and those receiving the service are in number in the order named above, to wit: Water consumers, first, light, power, gas, sewerage, in sequence.

Charge for Sewer Service Advocated

You all agree with us that light, power, gas and water should be paid for, but some of you balk when it comes to

sewerage, on the ground that it is a health measure. Golf is a fine healthful sport, but very few of the poorer classes get health playing golf. In many of the small cities of our land only the chosen few are able to get sewer connection and in no city of this broad land so far as we know are all the houses connected to a sewer system. Therefore those receiving the luxury, benefit and blessing of sewer service should pay for the upkeep, interest and sinking fund and a small profit for extensions to the system.

Sewer charges should be the only service from municipally-owned utilities which is furnished on a flat rate basis. All other utilities should be one hundred per cent metered, the meters tested for accuracy at least once in six months, and should be read by competent and skilled men once each month, on the same date if possible as the month previous, as often one day's difference will add to or take away from the average bill and the average is the great standby of the kicker.

Never tolerate lax methods in doing business with the citizens in any department of the government but especially so in dealing with them for service or products of the municipally-owned utilities.

A Heavy Penalty Produces Results

It has been our practice for several years to have all utility bills due and payable on the first of each month, following meter reading from the fifteenth to the twentieth of the past month. If the bill is not paid on the tenth of the month or previously, one dollar penalty is added to all bills and no amount will be accepted without the penalty added on the eleventh day of the month or after. On the 15th if the bill and penalty has not been paid the service is discontinued until all has been paid with an additional dollar for restoring the service. Usually but one dose is necessary to refresh the memory of the most absent-minded patron, with the result that on the tenth of the month all bills are in and you know what your receipts are from operation, and you have also paid all the outstanding bills of the utilities, and the other departments of government between the first and tenth of the month so as to do unto others as you would have them do to you. Diplomacy, suavity, a pleasant smile, a deaf ear, and a rigid spinal column are the requisites to put this system over but it must be practiced in order to make municipally-owned utilities pay. It wins because it is business. You win with your people because you play no favorites.

Service Deposit Necessary

A cash deposit equal in amount to one month's prospective business and in no case less than \$5.00 should be required of each patron of a new municipally-owned utility before the meter is placed for service. This should be as rigidly required of Banker Jones as is required of Poorman Smith; if you play favorites on account of credit ratings your system fails because your method is rotten. Pay each depositor interest on his deposit at say six per cent per annum so that he may receive more than the same amount would bring to him through a savings bank account and he has no legitimate kick coming, especially when you explain that this measure is taken wholly to prevent movers from your city beating the last monthly bill, which is easily done under the meter system by simply failing to report to the office when leaving the city. If there is money on deposit however, you always get notice when one is leaving the city as a refund is in order. Thus you get your last month's bill and you know when to take out the service till the place is again occupied and service demanded. This gives your accounting department a chance to keep the records straight.

When you are called on to make a paying proposition out of municipally-owned utilities which are losing money at the time of your arrival on the scene, do not jump at the conclusion that the plants are punk, the rates too low or the employees dishonest.

Often Times Little Things Count Most

Many times none of these are wrong but it is the little things that need attention and which when properly looked after will change the property from a losing to a paying basis.

Coöperation between all the heads of departments and between the board of commissioners and the city manager is absolutely the first essential to the success of any department in city government and especially is this so in your effort to make municipally-owned utilities pay.

It has been our good or bad fortune for many years to find the municipally-owned utilities, in the cities with which we have had to do, losing money instead of making a profit and it has without exception proved that by close application and coöperation we have succeeded in changing conditions and putting the plants on a sound financial basis and in the net earning class without raising rates, without buying entire new layouts of machinery and equipment, and without many changes in the personnel.

In other words we have smoothed out the wrinkles, cut the

corners, rounded the edges, stopped the leaks, taken into our own hands the buying, lopped off all useless or dead timber, by consolidating the duties and increasing the pay of the good men on the job, thus making them feel that they had an interest in the job and that some one was looking after their interests as long as they looked after the interest of the taxpayers who are the stockholders.

We do not run a one-man government, we arrange the check and voucher system wherever we go so that the commission must share our responsibility. Two out of three or three out of five of the board of commissioners must either sign the checks or vouchers accompanying the checks thus giving them familiarity with every transaction of all the departments, utilities included. We sign every voucher and check personally and issue every purchase order.

We establish a plain old-fashioned double entry system of book keeping, easily understood by any intelligent citizen to whom the books and vouchers are always open for inspection.

Hunting for New Business

We see that all citizens, rich and poor alike, pay the same amount for the same service or quantity of product. Above all we collect it after it has been billed to them. We are human and make mistakes and we cheerfully correct them. We discount our bills where anything can be saved by so doing. We meet our obligations, on or before the date they are due. We do not let the business lag. We hunt business for the municipally-owned utilities just the same as if we had a half dozen opponents in the business instead of being a monopoly.

After you have gotten the office affairs organized along the lines mentioned, take up the work of going over personally the electric, water, gas and sewer systems. Stop all leaks from every source, cut the number of men necessary to do the work by getting a move on them, and increase their pay.

Oftentimes simply stopping the leaks in the systems, regrouping the transformers and balancing the three legs of the electric circuits, will convert a non-paying property to a paying one. Keep your eye on the material and supplies. Keep just enough material and supplies on hand to do work in hand or to meet emergencies, but let the supply and material men keep the surplus stocks in their warehouses. That is what they are in business for and not to load your city up with a lot of junk that may never be needed.

Use Systematic Order Procedure

Have all work done on written orders numbered consecutively. Leave room on the original order for material and supplies and labor used on the job. Have the orders returned to the office when the job is completed with full particulars of material, supplies, labor or time filled in. The work orders are in duplicate, of course, and the copy remains in the office, while the original is out and is attached to it on its return. Let each foreman in all departments feel as though full responsibility for the safety of the city finances rests upon his shoulders, preach economy always, praise the men when they do proper work, chide them gently but firmly when they fail to hit the ball properly, but never discharge a good man for mistakes made as long as it is possible to avoid it. Agitators, walking-delegates, and labor unions, have no place in municipally-owned utilities if you desire to make them pay.

Treat your men with the same courtesy and respect that you demand of them, give them the highest possible wage, with the greatest possible amount of duties, so that they will be contented and satisfied and you will not be bothered with any of the class just mentioned.

Look the plants over carefully and if the chief engineer and the men tell you "it is the worst lot of junk they ever saw" don't necessarily conclude that the city should be immediately burdened with a bonded debt to construct a new outfit, for in building a new plant you create an interest and sinking fund which must be paid out of the earnings and if the plant is not already paying it could hardly be made to pay by simply piling up new amounts to be paid out of the earnings. In other words while you will undoubtedly gain in efficiency by buying new and up-to-date machinery your interest and sinking fund charges may offset all you would gain, so go slow on this problem.

Remember it is the man who can make the utilities, municipal or privately owned pay, with what they already have, that will be listened to when the time arrives to put in an up-to-date plant to meet the increased business he has gotten with the old equipment.

Look over the plants and see that everything is neat and clean, see if the "knock" is out of the machinery and also the engineer, see that the fuel is being burned properly, whether oil, coal, lignite or wood; if not, first remedy this, then look to the lubricants to see that the proper kinds and the minimum quantity are being used.

Talk to the men and if you find they believe they can get

more out of the "old fashioned stuff" they are working with than any other man can get out of the finest modern plant, bet your bottom dollar they will do to tie to, and that you can produce results with them if you have the grey matter necessary to direct.

After you have done the things outlined you will probably find that you have already accomplished the object in hand and have learned how to make your "municipally-owned utilities pay," if not then your rates should be raised to meet the average of the privately-owned plants in cities of like size and conditions, for you are evidently trying to do what cannot be done, making a municipally-owned utility pay, under conditions a privately-owned plant would not pay. (Applause)

Chairman: I want to state that Mr. Greer says that he has booklets on the town of Tallahassee, and he will be glad to have you take one of them with you.

I am sure we were instructed by Mr. Greer's talk. Now we will hear from Mr. H. L. Woolhiser, village manager, Winnetka, Ill.

Mr. Woolhiser: Gentlemen of the convention, Mr. Chairman: I am sure that I can add little to the very breezy and inspiring talk of Mr. Greer's. I believe he hit the nail exactly on the head in his statement that municipally-owned properties can be made to pay if we use the same business like methods that characterize successfully operated private plants.

The factors which determine the financial well-being of municipally-owned utilities are in nowise different from those which affect the balance sheet figures of utilities under private control. To render dependable and adequate service to the community, be it electric, water, gas or transportation, requires capable management, a loyal and industrious organization and the carefully nurtured good will of the public served whether the enterprise be public or privately controlled. Neither failure due to poor organization or a payroll padded with superfluous or incompetent employees, lack of foresight in providing for the future growth of the business, a disregard of commonly accepted standards of good service, nor plain dishonest practices are inherently the accompaniment of municipal ownership and operation of utilities, although unfortunately too large a percentage of city-owned properties have been so accompanied, and through the poor administration of city affairs in general, have brought much well deserved criticism upon municipal ownership. In no other department is there a better field for the city manager to demonstrate the advantage to be gained by applying ordinary business principles to public

affairs. Without any claim to originality, allow me to enumerate some of these possibilities, and perhaps point out a few examples drawn from experience where they have met with success.

Adequate Rates Scientifically Determined

First and foremost, the utility must be considered as a business proposition pure and simple, with no favors to bestow, with rules and regulations to be strictly and impartially enforced, and with no bid for transient popularity through phenomenally low rates, at the expense of ultimate disaster. Rates should be determined by a thorough analysis of the cost of service, taking depreciation fully into account, and providing adequately for the financing of future extensions, either by meeting bond interest promptly or by the accumulation of a reserve for future needs.

Adequate rates, however, must be fundamentally justified by high grade service, courteously and efficiently rendered. A high standard of service should be established at the outset and rigidly maintained. In Illinois, municipal utilities are outside the control of the State Public Utilities Commission. Nevertheless, we have considered it good policy to adopt their standard of voltage regulation in our electric department as well as rules for periodic testing of consumers' watt-hour meters.

Courtesy Pays

The importance of courtesy in dealing with the public at every point where the consumer and the representatives of the utility come into contact, from the manager's office to the meter readers' monthly or quarterly calls, cannot be too often mentioned. Courtesy lends to service what the sparkle lends to the diamond and the fragrance to the rose. No matter what may be done to ensure good service, it cannot be successfully delivered to the consumers of any utility unless accompanied by courteous consideration, not only because it is good policy to be courteous, but because courtesy is its own reward.

Good service, courteously rendered at adequate rates, must be backed up by reasonable efficiency, if the city owned utility is to survive. But efficiency should not mean a "penny wise, pound foolish" policy. Liberal salaries to employees in responsible positions will pay dividends in decreased waste and elimination of expensive errors of judgment. I have in mind the case of a bargain counter superintendent of a water works in a small city in the Middle West who cost the municipality several times his modest annual salary by recommending and build-

ing an expensive self-supporting steel stack for the pumping station, which, designed without a fire brick lining, reached the limit of its usefulness by collapsing at 8 years of age.

Modern Accountancy Essential

Another fundamental requisite is a carefully planned accounting system, yielding definite and usable information at frequent intervals concerning comparative revenues and operating expenses, output and unit costs of production, giving comparisons with the previous years figures. The wide awake utility operator has at his fingers' ends tabular and graphic data at all times, relating to the results obtained by his organization, and guess work is reduced to a minimum in the consideration of operating problems. Accurate records over a period of years, of maximum demand, unit fuel consumption, unit cost of water meter repairs and causes of service interruptions are suggested as among the many possible aids to those important executive decisions which mean all the difference between financial failure and success in utility management.

Proper accounting also means correct interdepartmental charges, an accurate apportionment of joint expenses between the utility and other municipal departments, an elimination of that proverbial crutch of the municipal plant, the general fund, to the end that the utility stands or falls on its own merits. A case is recalled where a contract was made by one municipality to supply water to an adjoining city at a rate which seemed adequate when negotiated, but which proved to be less than the cost of production when the operating expenses were properly allocated between the electric and water departments of the municipality.

Secure Expert Engineering Advice

The progressive city manager in charge of utility operation will of course, not fail to avail himself of the best engineering help in securing efficiency and reducing waste. Even if he is an engineer himself and particularly if the size of his organization warrants it, he will consider money well spent when appropriated for high grade consulting advice on problems of improved operation. A reduction in annual water distribution system losses from 41.7 per cent of the pumpage, to 35.3 per cent, then to 23.1 per cent and finally to 18.8 per cent, by systematic pitometer surveys is merely one example of what can be accomplished. A partial offset to the sharp increase in steam coal costs during the past year by reducing coal consumption from 8.5 lbs. to 5.5 lbs. per kilowatt hour generated

simply thru changing the fuel bed thickness and getting after the leaks, is another.

The importance of systematic centralized purchasing, even to the small city, need only be mentioned. Forms for securing competitive quotations on all important orders, a card index record of unit prices paid, are important aids. The duties of purchasing agent in a small municipality can often be delegated to the manager's understudy—the training is superb for one aspiring to fill the manager's shoes.

Employees Cooperation and Education

Finally, no utility can succeed financially without the coöperation and good will of the rank and file of its employees. The wise manager will endeavor to win the respect of his co-laborers by playing absolutely no favorites, and by insisting on a square deal both to labor and to the municipality. Wherever possible, by proper organization, authority and responsibility should be delegated, in order that each may feel that he is bearing a responsible share of the work of public service, and is being prepared by experience for the job higher up.

Every encouragement should be given to employees who show an interest in study, either by correspondence or otherwise. A class of six men in our electric department is taking the course in practical electricity given by the National Electric Light Association. They hold weekly meetings and have chosen one of their fellows as class leader. One-half of the expense of the course was paid by the department to encourage this spirit of coöperation. Our chief engineer is studying a correspondence course in combustion and takes delight in stumping the manager, whose engineering course in "Steam and Gas" has become pretty hazy, with problems of draught and evaporation.

The financial success of the utility being dependent on the coöperation of the employee, he is entitled to full acknowledgement of his contribution in annual reports, newspaper publicity, and wherever else his praises can honestly be sung.

These have been days of hard sledding for most utilities, municipal and otherwise, as for all other enterprises with fixed income and swollen operating costs. An earnest effort to offset these conditions by an observance of the points covered will go far to help the average city owned utility to survive.

(Applause)

Chairman: Has anyone a question to ask or any contribution to make on this subject?

Who Should Pay for Street Lights and Fire Hydrants?

Question: I would like to ask whether in Mr. Greer's city, the consumer or the taxpayer pays for the street light?

Mr. Greer: When the commission-manager government was installed in Tallahassee last February it was found that the city had \$30,000 of floating debts and its borrowing power along that line exceeded, and it had been the policy of the administration for several years to contribute from the taxpayers' general fund several thousand dollars each year as fire hydrant rental, street lighting, and for water, lights and gas used for municipal purposes. But in reality this fund was given to help support the municipally-owned utilities which we found were losing over and above the gross receipts more than \$1500 per month.

The second month we were on the job we got the utilities on a net earning basis which has gradually increased until now at the end of nine months they are earning more than \$2000 per month and furnishing beside all the hydrant rental, street lights, and water, lights and gas, for the use of the municipality free. We take nothing from the city treasury for these necessities of the municipality.

Question: You penalize the consumer. He pays for the general public convenience. The street lighting is a service to the general public. If a man does not patronize the water works, he gets the service and the consumer pays for it.

Mr. Greer: In my talk I made note of the fact that all of the taxpayers in the city are stockholders in the plants. They are entitled to a return on the investment, the same as an individual is entitled if he puts his money in utilities for the use of your city, or in a bank at interest. I am in favor of all the people receiving that much benefit from the utilities. They would have to pay more than the actual cost to a private corporation furnishing the service. They should pay that much to the stockholders, the taxpayers, who own them.

Question: When you are figuring the financial outcome of the utilities, don't you feel it your duty to the utilities—even though not an actual business transaction—to give them credit for the service furnished free in order to arrive at the exact net earnings of the plants?

Mr. Greer: We invariably do that. It is a matter of book-keeping purely, but is necessary in order to show the true net returned to our stockholders, who as previously stated are the taxpayers.

Mr. Manning: In regard to the previous question, you say you do not take anything out of your general fund to pay for street lighting and fire protection. I know nothing of condi-

tions in Tallahassee but here is the condition in many cities. Probably 60% of the people are taxpayers. You take nothing from them to keep up fire protection or street lighting, so they are getting it free, at the expense of the utility users.

Mr. Greer: Your statement is correct. We look on the taxpayer as the stockholder and owner of the plants. Many of the residents of your city will not be taxpayers but all will be users of the products of the utilities plants. Therefore they should be willing to pay for fire protection and street lighting indirectly, through their utility bills, whereas they would pay nothing if the taxpayers were footing the bills alone. However poor a man may be, and however short a time he may live in your city, he must use some product of the utility plants, water, light, power, gas or sewers. He also must have street lights and fire protection. Why should he not help to pay for them, instead of burdening the taxpayer alone for the service? In Florida, however, nearly all the residents of cities are taxpayers, as we exact a personal property tax.

Mr. Manning: In the State of Michigan you pay no personal tax, in that case he would get by without cost of fire protection or street lighting if taxes alone were used to pay for same.

Mr. Greer: Mr. Manning is right, in this, and that is why we believe in getting these things free out of the earnings of the utilities, as all or practically all the inhabitants use either water, light, power, gas or sewerage and should pay a profit on same to the stockholders who are as previously stated the taxpayers, whose property guarantees the bonds, and whose taxes guarantee the bondholders against default on interest.

Question: Does Mr. Manning mean to say that a man who pays rent does not pay taxes? Two people pay taxes, the man who owns his home and the man who pays rent for the house he lives in.

Mayor Seeley, (Pontiac, Mich.): Where did he get his information that there is no personal tax on property in Michigan?

Mr. Manning: There was none when I was there.

Mayor Seeley: You were lucky. (Laughter)

Matter of Charging for Sewer Service

Mr. Lee, (Anoka, Minn.): Please answer this—how are the rates fixed on sewers?

Mr. Greer: On a flat rate basis. In Tallahassee I am sorry to say we collect no rates from sewers. In the West we were more fortunate. The cities being new it was planned to start rates from the beginning for sewer service, it being evident

that a man would not kick about a better service at the same rate he would have to pay for scavenger service under a dry closet system, we try to keep the rates for sewer service along that line at cost to the patrons. In treating the sewer system as a utility, you make a flat rate of one dollar per month for each residence or business house, and for hotels, restaurants, manufacturing plants or other large users, you increase the amount but never exceed \$5.00 for any one house, being careful to increase only enough to provide for the upkeep of the system and a small surplus for making extensions from time to time.

Mr. Lee: Four years ago when we started a sewer system of nine miles, it was built by assessing its cost against the abutting property.

Mr. Greer: In your case you could not follow the system of charging the people who paid for putting in the system of sewers for the use of same, except by first giving them credit in a separate ledger account for each, for the amounts paid for sewer construction and then debiting them each month with sewer rental until the whole amount paid by them is returned, after which the sewers become the property of the city and not of the individuals. This method is called "advance sewer rental" and is practised to some extent in nearly all cities which charge sewer rental.

Question: Do you assess water rates against the consumer or against the property owner?

Mr. Greer: We require the consumer to pay.

Question: If he doesn't pay you cut the water off?

Mr. Greer: We require a deposit before connecting the service.

Question: In our town we shut the water off for non-payment and the health department orders it on. Says that the man must have water.

Mr. Greer: In that case pay the utilities out of the health fund and you will have but little interference from that source, but above all see that the utilities always get paid for their product.

Chairman: If there are no more questions, I shall take pleasure in introducing Mr. Clarence A. Bingham who will discuss departmental report systems.

DEPARTMENTAL REPORTS

Mr. Bingham: Mr. Chairman and Gentlemen: The first requirement of a departmental report to be used by the city manager is that it should be in convenient size, preferably on 8x5 cards, which can be filed cross-ways in a top desk drawer. This size is not only more convenient for reference and hand-

ling, but it will assure its active use, whereas, if it is on a large and unwieldy form it will require heavy binders which will mean that it is filed away in some inconvenient place, and is not referred to as frequently as the smaller form would be. The second requirement should be that the forms are printed on cards, which will last much longer than paper record. Another advantage of the card form is that information will be recorded in smaller space than would be the case on paper reports.

One of the most difficult propositions in departmental reports is the securing of coöperation of the department head in filing the reports at stipulated times. Two methods are suggested to abate this difficulty: First, the preparing of a chronological chart for each department showing the duties to be performed at certain dates, among others, the filing of the manager's reports; and another method is the use of the follow-up system in prodding the tardy departments.

Essentials and Non-Essentials

Anyone who has attempted a collection of similar reports from various cities realizes the great variance of thoughts as shown by the persons devising such forms. Reports will be found which cover a multitude of unnecessary details, and yet are lacking in the essentials, while other reports will be found to cover so much data that a force of clerks will be necessary to keep the records continually up to date.

Some years ago the writer felt that it was necessary for the manager to secure a carbon copy of the daily blotter from the police department, and this is of considerable assistance in keeping the manager informed of police activities if he has the time to go into these details, but this is surely as far as his daily reports should go in police matters, and yet I have seen reports expected to be made out daily by the police department which cover complete details of every arrest made, and complete reports from every officer on every beat. This in my mind is making the manager practically the chief of police, and will have a very poor result, not only on the chief, but also throughout the entire force.

Probably the most important report for the city manager is the auditor's monthly financial statement showing in detail the expenditures and balances on each appropriation, and also the general financial condition of the city. The water department report is undoubtedly the next most important, especially data concerning the percentage of collections month by month, and the per capita consumption, likewise the treasurer's report

showing the percentage of collection on various accounts, as well as tax collection is of vital interest.

Important Items on Police Reports

In most police reports we find items of particular interest not appearing, such as the percentage of cases disposed of month by month, and especially the number of cases of neglect of duty or commendable action on the part of the patrolmen, and again in fire reports we seldom find spaces for data concerning fire prevention and inspection, and also information concerning company drills or training school work, and in some cases the amount of gasoline and oil used in the various pieces of apparatus is often missing. In the public works department we find that progress charts on street oiling, paving, sewers, and other construction are very interesting.

The methods of each city and the personal attitude of the manager will play a large part in the class of reports required; for example—in some cities auto trucks are hired, and therefore no reports are needed, while in other cities an accurate account of mileage, gasoline, oil, tires, etc., is an actual necessity, and likewise, depending upon state laws, the continuous records of employees wages are either a necessity or are useless.

In conclusion we feel that it is largely a matter of location and personal desire as to the thoroughness in which departmental reports should be planned, but one thing is certain and that is, that the manager who does not attempt to keep any departmental reports is greatly handicapped when a quick decision is desired in relation to the operation of some particular department, and in closing we would like to suggest to the manager who is initiating a scheme of monthly reports that it will facilitate matters considerably if he will request each department head to keep a copy of the reports submitted.

(Applause)

Chairman: Due to a shortage of time we believe it best to postpone discussion of Mr. Bingham's valuable paper and proceed with our program. I take pleasure then in introducing Mr. Lawrence Veiller, secretary, National Housing Association, New York, who has come to speak to us on the very important subject of model building codes and housing laws.

MODEL BUILDING CODES AND HOUSING LAWS.

I have been asked to speak on the subject of Model Building Codes and Housing Laws and I want at the outset to remove the unpleasant impression which that word "model" conveys.

We all resent anything that is "model". In using the term, I want to suggest only a model in the sense of a working model, as we use it for a ship or house—not as an ideal building code or housing law, but something we can use as a base to build upon.

I have spoken of both building codes and housing laws. Perhaps in your minds there is the thought that they are one and the same thing; they are really quite different. A housing law is more important for the community than a building code. I suppose most of us conceive a building code to be a measure enacted in the public interest to regulate buildings. The contrary is the fact. It is a trade scheme to regulate trade conditions in the guise of a measure for the health, safety and welfare of the people.

Building Code Chiefly Trade Proposition

It is really a gigantic specification. It is very much like the tariff. The tariff has not been very much of a public question in recent years, but I won't predict what may be approaching. For, I know that a prophet is without honor in any country. We used to say that "the tariff was the mother of trusts." If that is so, I think it is safe to say that a building code is the foster mother of municipal corruption.

Let us follow out this thought. When a building code is up for discussion in your town, what is discussed? Health? Fire protection? Sanitation? Questions of Safety? Do you ever hear them mentioned? No! But terra cotta, concrete, bricks, cement—various patent devices and materials; in other words, it is a trade proposition. Those things are of great moment to the men manufacturing and selling these materials, but they are of little moment to the citizens of the town. Whereas the things of great moment are whether the buildings in that town are going to add to the conflagration hazard and make it easy for a fire to spread throughout the city; whether the buildings are strong enough to stand up without having to depend on the support of the building next to them to hold them up, and whether a building is a safe place to live in from the health point of view.

We have learned a great deal in recent years about tuberculosis,—Through a great popular campaign we have been taught that it is preventible, and that the two things essential to its cure are fresh air and sunlight. In the face of that knowledge, we go on and allow men to put up buildings of all kinds, filled with dark rooms. I can count the cities in the United States on the fingers of my two hands that prevent the building of

houses with dark rooms, and I can count on the fingers of one hand the states that prevent the building of dark rooms.

Discretionary Power Fundamental Question

There is one fundamental question in the consideration of this problem, that needs to be settled at the start, and settled right; and that is the great question of discretionary power.

Most building codes set forth in great detail the size and strength and materials that may be used; and tucked away somewhere in the code there is generally a little clause, that reads "unless the Superintendent of Buildings thinks otherwise" or "unless the Board of Appeals should decide that the law may be overruled." If you are going to have that kind of a situation when you are through, you are wasting your time and effort in getting a building code.

What is the use of spending a lot of time working out details as to thickness of walls, etc., if when you get all through, some one of your officials has the power in each specific case that comes to him to say: "Never mind the law, I rule that you can do so and so"; or if a Board, which generally represents the building interests, (which the code has been made to control and regulate), is appointed with power to set aside the building code.

Now, if that is a new proposition to many of you it must seem like an absurd one. Yet there is hardly a city that has a building code that does not have it under these conditions. Such a building code is worse than useless. For it lulls the citizens to sleep with a sense of false security. They read the elaborate statement of what the law is, and they fancy buildings are being built in accordance with that detailed specification; whereas the fact is, the contrary.

Code Must Be Mandatory

And so I say you must settle that question at the start and decide that your building code shall be mandatory and shall not be set aside by any one man, whenever he is so disposed. If you don't want that kind of condition, you had better have no building code at all. Just simply say that buildings hereafter erected in a city shall be as the building inspector decides. Then the full responsibility will be on him—on that official and he will be more careful about the conditions he permits. It would perhaps be the best way to leave everything to one man of spotless integrity and infallible wisdom—if you can find him!

That, however, is not the American way. We make a law

and we expect the citizens to obey it. But they don't obey it. The time is coming when they are beginning to learn to obey it. I am glad to see that there is a change in public sentiment, and that there is a growth of sentiment toward law enforcement in this country.

This scheme of having Boards of Appeals to set aside a law is quite contrary to the fundamental principles of our American government. We have held fast to the old principle that we should keep the executive, the judicial and the legislative powers separate. If the legislature makes a law and some executive official is given the power to set that law aside, and even the courts are prevented from reviewing that act—it seems to me that we have departed from the principle of keeping the executive and legislative functions separate.

Special Privilege Greatest Menace

This suggestion that I make, you will find will encounter the opposition of the architects. They will say: "This is impossible. We can't live under such a system. There must be someone with power to modify the law." When you ask them to point out why, the answer is: "The building industry is a changing industry and must be flexible, and the inventive genius of the architect must not be tied down." The architect finds sometimes that the law pinches his client and he wants special favors. I have been in public life 25 years. The longer I live the more I am convinced that the greatest menace that this country faces is special privilege, and I think you all agree with me.

I am not going to take any more of your time discussing this question. We will assume that you have decided, either wisely or unwisely, that you will make the law tight and clear, and mandatory—how are you going to get the right kind of a law? I don't know whether you know what the processes are, but the usual method has been for a fellow to say:

Crazy Quilt Codes

"How do I get a building code? Chicago has a building code; and we will send for the Chicago Code. We don't want to copy it absolutely so perhaps we had better send to Dayton or Columbus as well."

Then he writes around and gets codes that seem to have a very familiar resemblance through the many provisions, but yet are different, and he starts to compare them and the result is a crazy quilt; copied from the codes of other cities—provisions that may be unsuited to his city, provisions that may have

been put in there as a matter of compromise, that he knows nothing about—and he gets a code that works hardship to his own town; a code that discriminates, that does not protect the interests of the community.

That is the way in which most building codes in the United States have been made. That is not the way the housing laws have been made. After a man has made his little crazy quilt, it is submitted to the citizens and the general citizens take no interest in it whatever. But each special interest—the plumbers, the brickmen, the lumbermen, the plaster men, the cement men—they take an interest in it; and they look at it to see whether their interests are being protected or not; or to see if they can get a trade advantage over their competitors. That is human nature. That is the way most building codes are being made today. I am sorry to say that the base of most of these codes is the New York Building Code.

Now, a code that suits New York City isn't likely to be the best kind of a code to suit the conditions in Cincinnati, or some other similar city. The result is that when you take it as a base you have something that isn't right for your city. The New York code, though one of the best in the country, is bad in many respects. In New York as in other cities we still allow people to build dark rooms in all kinds of buildings (except tenements). A builder can build as many dark rooms in a hotel as he wishes and the law won't stop him. And so it goes.

There Is No Model Building Code

If we do not take the New York code, what model is there to follow? Where can we find a "Model Building Code"? There isn't any. "There ain't no such animal."

I had a striking illustration of this situation about a year ago. I was asked by a city not far from this very point—near Cincinnati—what I would charge to make them a housing law and a building code, and I told them my regular price, viz., that I would make them a housing law for \$1,000 (because I could take my own "Model Housing Law" as a base, and modify it to suit their local conditions). I added that if they wanted me to make them a building code for their city it would cost them \$10,000 more. It was worth that to me. It would have been worth it to the country to have had a Model Building Code that all cities could have taken and adopted with slight modifications, but it was not worth \$10,000 to that city.

I state that personal experience because it illustrates the situation. There are probably few cities in the United States that would think it wise to spend \$10,000 for expert services

to produce a building code. Instead, they are likely to say: "Let us take the nearest large city's building code. We can get a copy of it for nothing. Why spend \$10,000?"

Then later on when someone says the building code is cramping the building industry, or there is some great conflagration and houses burn up, (the building code failed to work) they don't happen to remember how they got that particular building code. This is an unfortunate situation. It ought to be remedied.

The State of Massachusetts has set a good example of how it may be remedied. Certain towns in that state wanted to get a good health officer. They said: "We don't want any part time health officer. We don't want a health officer that gets \$1,500 a year. We want a real man. We want a man worth \$5,000 a year. But we can't afford to pay that much."

So, four towns got together and pooled their interests and appointed a joint health officer. They were neighboring towns and the four were able to pay \$5,000 a year.

My suggestion to you, therefore, if you are interested enough to have a building code, is for the cities and towns that are represented in an association like this, to pool their interests and get together and make a model code—say, the "City Managers' Association Model Building Code."

When you have done that if it is right, it should be a good model for every city in the United States to follow. But if you favor local interests and allow them to use certain things in a certain place, because there is a citizen manufacturing it in your town, that kind of a code would not be the right one for the cities of the United States. If, however, you make a basic building code, it will be right.

Suppose in making the tariff, instead of making it for the whole United States, we varied it in every state. What a mess we should be in. Suppose we said that "so and so shall be the rate imposed on woolen goods, unless the President says otherwise"—where should we be?

It happens that it is easier to make one model building code that will suit all the conditions in the country than to make a housing law. There are no local variations in the different cities that make a great difference. If you are building a two story workingman's dwelling—say 25 ft. wide by 30 ft. deep, two stories high—a 5 inch concrete wall is adequate, if built well. If adequate in one city wouldn't it be adequate in every city in the United States?

And so with every other feature of a building code. If partitions need to be 4 inches thick, will this vary in one city from another?

When you come to a housing law, however, that has to be modified locally in some respects, because you have different kinds of property sub-divisions, and if you require in one town a space of 12 ft. between adjacent dwellings it may be all right, but in another town the lots may be only 30 ft. wide. How then are you going to do it?

Codes Must Be Clear and Understandable

There are one or two fundamental considerations. In the first place both building codes and housing codes should be clear and understandable. They are made for laymen to use and not for lawyers; and should be so clear that no one can misunderstand them.

I am reminded in this connection of a remark that was made shortly after the New York Tenement House Law, which I had the honor of drafting, was enacted and was being put into operation. A friend of mine met a fellow lawyer who said to him: "That tenement-house law is the limit."

"What is the matter," said this friend of mine, "isn't it clear?"

"Yes, it is clear. It is too damn clear. I can't break into it anyway."

That is the kind of a building code you want—a law that is so clear and so tight from a legal point of view, that you can't break into it. I venture to say that there is not a building code in the United States that I can't break into any section of, because it has been drawn so carelessly. It should be clear.

The next thing is that there should be uniformity of treatment for all citizens. You have a right to know what the law is so that you can abide by it. It should not be possible for one man to go to an official and get some special favor that another man can't get.

We know what happens under these conditions. In New York some years ago one firm of architects was doing one-half of all the tenement house work in that city. Can there be any doubt in anyone's mind that they were paying the public officials for special privileges?

If it is put beyond the power of the official to grant special privileges, if the law is clear and everyone is on the same basis, that situation cannot exist.

We hear much from architects about the necessity of building codes being flexible. They say: "The building industry is a changing industry; new materials and processes are being devised every week; and you must not clamp us down with a straight jacket."

Flexibility as to Materials

I agree. That relates only to one aspect—that of building materials. Let us by all means devise a scheme in our model building code by which there shall be flexibility as to materials and processes. Let us have a proper system of testing new materials, not merely as to fire qualities and strength qualities, but as to dampness, as to sound penetration, condensation, etc., and when these materials have once been admitted after proper scientific tests let them be used thereafter in all similar cases.

It is entirely possible to make a basic code dealing with the fundamental things, and provide through a responsible Board for the testing out of new materials and processes; admitting them to use when their value has been proved, and allowing them to be used in like circumstances at all times.

State Code Better Than Local

One of the broad questions you will need to face is whether you want to go to your local legislative body and adopt a building ordinance or go to the State Legislature. I don't want to raise the question of home rule. That is an unfailing source of discussion. Making due allowance for variations of political conditions, experience teaches that in the long run a building code had much better be the result of state enactment than a local ordinance. If it is a local ordinance, the Board of Aldermen is sitting every week in the year and the builder who wants to do something in a particular job that the building code won't let him do—and the Building Inspector has told him he can't do—will find it easy to run to his Alderman with an amendment making an exception in his special case. Whereas if he has to go to the state legislature, it takes time, the proposal is under much more public scrutiny than in the local body and the reaction of the whole state is had to it.

The question is more likely to be decided on its merits rather than on some such basis as. "Well, now, John wants this and he has a big building operation on and we don't want to discourage building in this town. I think we'd better fix it up for him." We know that is the atmosphere that is likely to prevail in many of our local bodies.

Based on Health, Safety, Public Welfare

I want to remind you of the fact that all building codes must be based on three things—health, safety and public welfare. If you will examine your building code and ask yourself "Can I justify this section on that basis?" I think you will find that many of its provisions would not stand the test.

There is also this other question. We are interested today in the shortage of houses and the cessation of building all over the United States, and one reason is the high cost of building. The three chief factors are the high cost of materials, of labor and of money.

One factor in the high cost of materials is unwise building code provisions. In most cities they still require walls of concrete to be 8 inches thick, when 5 inch walls will answer. Brick walls have to be 8 inches thick, and when concrete commenced to be used and became perfected and practical, the concrete interests said it was not necessary to make concrete walls more than 5 inches. But the brick interests said "No." The brick interests have been stronger than the concrete interests until recently and so it stays at 8 inches—and the consumer pays! That means a serious element in the cost.

If you want to reduce the cost of building, you can do more by eliminating unnecessary costs than by any other feature. Why should you make the man who lives in that house pay an excessive charge, either in rent or purchase price, simply to enable some trade to sell more bricks, or some other thing? It isn't a fair proposition.

Housing Law Deals with Living Conditions

Housing codes are very different things from building codes. A housing code deals with conditions of living—light, air, sanitation, drainage, occupancy. You don't find these things in building codes. A housing code prescribes the open spaces that should be left around dwellings and other buildings, and size of the back yard, the space between buildings, the percentage of lot, the minimum height and size of rooms, etc. These are primarily health questions.

I have stated that a housing code needs to be adapted to suit local conditions because of the variation in the size of lots that exists in different communities.

The country is fortunately better situated with regard to a housing law than it is with regard to building codes; for, there is a working model on which the housing law of every community can be based. And on which, in fact all the housing laws of the United States have been based, that is, either on the present model law or one of its predecessors.

Model Housing Law Is Really a Working Model

Let me repeat again that this "Model Housing Law" is in no sense model in the sense of being ideal, but is merely a working model on which the law of a given community may be based and from which it may be built up.

The "Model Law" is the boiled-down experience of the entire country with regard to housing legislation ever since housing laws of any kind have been enacted. It has been put in the form of a book of about 400 pages, the major part of which is taken up with very full explanations as to the reasons for each provision, with many diagrams explaining technical points.

It may interest you to know that practically all of the housing laws of the country have been based upon this model, notably the Housing Code of Michigan; the Minnesota Housing Act; the Iowa Housing Law and the Kentucky Housing Act.

Two acts in California, the Indiana Law, the Massachusetts Act for towns and for cities and the Pennsylvania Act have been based upon its predecessors.

The following cities have adopted ordinances based upon the "Model Housing Law"—St. Paul, Grand Rapids, Duluth, Berkeley, Syracuse, Cleveland, Columbus, Lansing, Portland, Oregon; Salem, Massachusetts, and others.

It is comparatively easy, therefore, for a given community, to prepare a housing law that will be suitable to the conditions which prevail in that community, and will meet its needs. For all that needs to be done is to take the "Model Housing Law" and adapt it to local conditions.

Since the "Model Law" is a ready-made law, like ready-made clothes, it has to be fitted to the customer; and unless it is altered to suit the peculiar local conditions that prevail in each community it may not fit. It may be too tight or too loose and will give more trouble to that community under these circumstances than will an ill-fitting garment to an individual.

Please bear this in mind; for, some day undoubtedly your community will take the "Model Housing Law" and enact it pretty much as it is without the necessary local adaptation. Then later on, when it begins to give trouble, some of your citizens may find fault with it and blame the Model Law and say "That's what comes from taking a law out of a book."

When that time comes just remember, please that if the law doesn't fit it's your own fault, for not having taken the time and trouble that was involved in ascertaining accurately what the conditions were in your own town and taking time enough to make the law fit those conditions.

(Applause)

Chairman: I am sure we are very much indebted to you, Mr. Veiller, for your valuable contribution.

Now we come to a very important and interesting department of our work and I am going to call on Mr. Harrison G. Otis, secretary of the association, and special representative of

Community Service to speak on the subject of public recreation.

PUBLIC RECREATION

Mr. Otis: Mr. Chairman and Fellow Members of the Association: By referring to your programs, you will note that each manager present is to be called upon to state briefly what his city is doing to promote public recreation. I am sure these "testimonials" will afford much more inspiration and information than any contribution I might make. As I take it, my function is to serve as stage manager, but before you are summoned to recite, may I venture a bit of scene shifting so as to permit a clearer view of the background.

The founders of this great republic revealed an insight into human nature and a grasp of fundamentals that will ever amaze the student of history. As city managers, it becomes our privilege and duty to secure to the peoples of our several cities the maximum benefits of the government authorized by "the consent of the governed." The framers of our Federal Constitution set forth in the preamble, as the climax of their intent, to "secure the blessings of liberty" to themselves and their posterity.

And what are the blessings of liberty? Back to fundamentals again: we declared our independence in order to protect and perpetuate "certain unalienable rights,"—naming the three most important as "life, liberty and the pursuit,"—not of money,—not of health,—not of education,—not even of religious freedom,—important as these may be,—but, "the pursuit of happiness."

Pursuit of Happiness a Fundamental Right

"Happiness,"—yet the signers of the Declaration of Independence were not working for fun. They realized, as we are coming to realize, that life and liberty are not worth while without "happiness"—that life and liberty are not safe unless the pursuit of true happiness is guaranteed and made easy.

Blessed is the man who finds happiness in his work. Dangerous is the man, and the woman, who is denied opportunity for happiness when the day's work is done,—dangerous to himself and to society which seems to cheat him of his basic right. With the cutting down of working hours we are releasing a great energy which may be capitalized through wholesome recreation and organized neighborliness into good citizenship. Ignored, and the hours of leisure become a menace. The soap-box orator knows the value of utilizing idle hours. Commer-

cial amusements are harvesting millions from the people's leisure. Our highest salaries are paid to movie stars, stage favorites and the champions of the squared ring. Fortunes are drained from the leisure-time end of our pocketbooks. Yet some cities say there is no money available for public recreation.

Playgrounds Reduce Juvenile Delinquency

The city administration that permits the plea of economy to dwarf or destroy its program of public play is bidding for trouble. Playgrounds are better investments than juvenile courts and reformatories. The establishment of the playground systems in South Chicago reduced juvenile delinquency thirty per cent within a half mile radius. There is no better social insurance than a year round program of organized leisure-time activities. Community music, community centers, municipal athletic leagues, parks with an abundance of grass and trees and water, playgrounds, tennis courts, golf links, swimming pools,—all these are finding their place in the city budget.

Akron, Ohio, the largest of our city manager municipalities, within the past two weeks has voted a bond issue of \$2,000,000 for parks and playgrounds. Last year, Detroit's citizens authorized a \$10,000,000 bond issue for new public play facilities.

It is my privilege to be a member of the headquarters staff of Community Service (Incorporated), an organization which has at its command the benefits of fourteen years' experience of the Playground and Recreation Association of America, enriched by the lessons learned during the war through War Camp Community Service. We are coöperating with cities throughout the country in their efforts to develop community recreation. I can heartily assure you that any request for information coming from a member of the City Managers' Association will be given immediate and careful attention. The desires of our two organizations are kindred in seeking to promote to the fullest the "blessings of liberty," foremost among which stands "the pursuit of happiness."

(Applause).

What the Cities Are Doing

C. A. Bingham (Watertown, N. Y.): Relative to recreation work which we have done, I would state that when the new commission came into office, there had been no recreation work carried on for several years, and then only by private effort.

We are now expending about \$6,000 on all forms of recreation. We put in operation last season, and are now ready to

continue this year a free toboggan at the City Park. We also have four skating rinks, at three of which we have shelter erected and a man in charge; two concrete swimming pools, and one wading pool in operation during summer months, with instructors at all times; also three playgrounds, one of which is a large athletic field, which is now under the supervision of the city authorities. We have also had municipal band concerts, community sings and dancing, which will be extended this coming season.

We are now considering the matter of a municipal golf course at the City Park, as well as developing some of the dirt roads into bridle paths.

Mr. Woolhiser, (Winnetka, Ill.): Aside from the general facilities of bathing beaches and park playgrounds, Winnetka, Ill., has established an 18-hole municipal golf course. I believe that this is somewhat unusual for a city of 7000 population.

(Applause).

Geo. M. Zimmerman, (Sandusky, Ohio): We have some of the best natural advantages in our city for recreational purposes, but the city is not called upon to do much along these lines. We have a few small parks and in addition to this we have during the summer months, one of the most widely known resorts in the country. This is of very easy access to the people at a low charge.

To illustrate its value, we have located in the city, a few factories that were burned out last spring and we thought we would lose our workers, that those men would leave the city, as it was a new industry, but these men took other jobs because they wanted to come back to the factory after it had been put into operation and to take advantage of the recreation facilities that the city offers. (Applause).

M. H. Turner, (Ashtabula, Ohio): Our town being located on the banks of Lake Erie has many advantages, not quite as extensive as Sandusky, but we have two nice parks with a lake front, with recreation grounds in connection with them, which are maintained and controlled by the park bureau. During the summer, we have several places for the children to play and for all sports of that nature. We are now constructing four skating ponds, principally for the kiddies, located in different parts of the city and we hope that that will get the kiddies out in the winter and give them some recreation during the winter months.

Chairman: May I ask: Are you constructing these skating ponds so that they can be used in the summer time for wading pools?

Mr. Turner: No. We have the lake.

Chairman: We could not skate more than once about every other year.

C. M. Osborn, (East Cleveland, Ohio): East Cleveland is conducting the usual program of recreation, having a municipal out door swimming pool for the summer, baseball field and tennis courts. We have purchased within the last year a piece of property of some several acres for additional parks and we anticipate further purchases in the coming year.

Tallahassee to Have "Old Swimming Hole"

J. W. Greer, (Tallahassee, Fla.): We are about to begin to get ready to commence down there to do several things in this line, and I want to say that in this year—the first eight months I have been in office—we have appropriated one thousand dollars for this purpose and it comes largely from a suggestion made by our very efficient secretary, in a letter I had from him along this line. One of the curious things is that most of this money spent in this Southern city went for recreation for colored children. It may not be curious here—but down there we are supposed to eat the negro alive. (Laughter). We put out money for the negro children at the schools, to put their park in the same condition as that of the white children's, with run-arounds and slides and so forth that the negro children can exercise. It has been a good measure, and we have created a feeling among the negro ministers which causes them to come to the commission and talk matters over in a friendly way. It is a good spirit.

Now we are planning new grounds there and we have added four acres of land to the park that I have already mentioned. When we get the full apparatus in operation, we will have a dam that will recreate the old swimming hole, that all of us remember so that the boys can have a good time. (Applause).

Mayor James Alderson, (Dubuque, Ia.): We have a municipal bathing pool supported by voluntary contribution, and a large athletic field. We have the usual nice parks. Dubuque has been called the Heidelberg of America. Nature has done much for us. One of the schemes Mr. Carr has in mind is to cover our reservoir so that the water supply may not be contaminated during the summer and use the covering as a public dance floor and then in the winter flood it and use it as a skating rink.

The athletic field has been used for a skating rink. This makes skating absolutely safe.

Mr. Otis: One eastern city that was faced by a serious dance problem solved it this way: By public subscription they

raised a fund to construct a dance pavilion. They charged ten cents admission and they cleaned up \$15,000 in one summer and wiped out five disorderly dance halls down the river by competition.

Mr. Hultquist, (Alcoa, Tenn.): We are a new city. We have at present three playgrounds, well equipped with the various apparatus, and we have two ball parks, one for colored and one for white. We had the champion amateur ball team in the state, and we are laying out a 20 acre park for a baseball field, tennis courts and croquet courts. We are starting an extensive park system for the future.

B. I. Miller, (West Hartford, Conn.): West Hartford is in a rather unique position in regard to its recreation. It is a town of about 9000 inhabitants, formerly set off from the city of Hartford. This section is very thickly populated. A number of years ago, a large farm adjoining the town of Hartford was given for park purposes, and through arrangements made between the cities of Hartford and West Hartford that park has been wonderfully developed, and is a very beautiful place. There are skating ponds, flower beds, and other places of interest and recreation, and while located entirely in the town of West Hartford, it is under the supervision of the Park Commissioner of Hartford, but it affords a wonderful place for recreation not only for West Hartford but for a large number of the children and people from Hartford. We also have other parks and are well taken care of in this line.

Community Club House

S. E. Northway, (Sherrill, N. Y.): This is the smallest city in the State of New York, 1800 people, and we are fortunately situated. We have a large club-house which contains space for dancing and moving pictures, bowling and billiards. Outside of the club house is a large athletic field where we have baseball and football and also a band stand; band music every week during the summer time. We have a large golf course, 18 holes, and we have a high class high school with a gymnasium, and an athletic field. In another part of town there is being planned a park.

Akron's \$2,000,000 Bond Issue

W. J. Laub, (Akron, Ohio): Our city has numerous playgrounds, play fields, and sectional places of amusement in the city, directed by a supervisor, and a competent athletic commission;—all athletic activity under municipal control. The city has voted two million dollars for the purchase of 2000 ad-

ditional acres for playground and park purposes, this being voted as an initial investment for the purpose of uniting with Cleveland in developing the valley. In the course of time, Cleveland and Akron will be joined by an immense boulevard, and playground and park system. (Applause).

E. E. Parsons, (Springfield, Ohio): In Springfield, we have a superintendent of playgrounds, thanks to the former city manager, Mr. Carr,—who supervises all the different games and we have quite a park system also; I feel we have as good a park system as any place, and we will make a golf course for one of our parks—and we have also two tracts in the center of the city which have not been developed and we are thinking seriously of making them available for park purposes.

Kenyon Riddle, (Xenia, Ohio): When I came to Xenia, I didn't know there was a city of 12,000 that didn't have a park. Out West every town had some sort of a park. In Ohio, all you have to do is to acquire space. Xenia didn't have a single park. It was evidence of people who had no public interest at all. All the public buildings were dilapidated. There were no areas set aside for the people. This may seem exaggerated. Outside of that, you could not enter that city from any direction—Cincinnati, or Dayton, without going through a dump. One of them was maintained by the city—on the Dayton pike. Here is what has been done in two years and it is due to the awakening of the people and some of the awakening may be credited to the city government and the Chamber of Commerce. They voted five hundred thousand dollars to build schools that provide playgrounds. There was not even a place in town where the boys could play ball. They were chased off one private place to another and finally into the street.

A public spirited man has taken over a large estate, layed out 120 acres of lots and donated 100 acres to the city. In addition, there has been a country club organized for golf, tennis, etc. Just now, there is a committee of interested citizens who are raising a considerable amount of money by subscription to develop this 100 acre park and all the small areas that have been set aside.

Dayton Leases Park Lands

Jas. E. Barlow, (Dayton, Ohio): The City of Dayton did not have very much money to buy parks and in two instances, we have made arrangements to lease lots with right to purchase at any time during 100 years. One of those is Island Park, built across the river, at a cost of \$50,000. Here we established a bathing beach, a dance hall and a baseball diamond.

Another one we leased the same way; the lease is 4% of the value,—much better and much cheaper than buying it for the present—and it is in a colored neighborhood. We have put it up to a vote to sell bonds to put a building on the playground and put up tennis courts, etc. That will improve conditions in this locality.

Mr. Paterson gave to the city a park of about 300 acres. On that we have an 18 hole golf course and many tennis courts. We are now voting additional golf courses with 9 holes, particularly for the ladies who want to play. On the ground there are many camps. These camps are rented for a dollar per day, and many parties are held there. Automobile parties get together, dishes are provided, water and facilities of that kind and every camp has a nice fire place. The city has another tract of land of about 65 acres. We have built three camps on that. We have established a bathing beach there. That is in another section of the city.

Another citizen gave us a tract of land which is rather unusual, about five miles outside of the city. It is a pretty piece of ground and many automobile parties are held there. We have a keeper at all times in charge. That has become a very popular picnic grounds. We did have some band concerts but recently we have not been able to continue these concerts on account of our financial stringency. We have a secretary, paid by the city, who arranges the Saturday afternoon and Sunday baseball games. He furnishes the grounds and there is quite some competition in order to be the winning team.

The Emergency Committee is spending about forty million dollars. There will be a great deal of land reclaimed and that will increase our park and playground area.

I have the report of the Playgrounds and Garden Association. It is short. (Read the report). (There were 1800 lots ploughed, etc.).

The city has established tracts of land for parks. We supervise the playgrounds. We go to the owners of the vacant lots, we will carry away the tin cans and plough this land and instead of having empty lots, we have established gardens. That is a change of occupation which is a recreation, and many children work on the gardens as well as grown ups. Some of the parks have motion pictures every Sunday night.

(Applause).

Recreation Spirit "Does Wonders" for Lexington

Mayor T. C. Bradley, (Lexington, Ky.): We began our park system about 20 years ago, by the purchase of something like 30 acres of ground right in the immediate vicinity of the

city, and we now own four parks, ranging from 7 acres up to 40 acres. and we have seven additional parks, open spaces scattered all over the city.

I believe Lexington has the only municipally-owned colored park in the United States. (I am not sure about it.) In four of these parks, there are all kinds of playground apparatus. The games are supervised by the Civic League which was formed 15 years ago by some of the splendid women of the town, and later on, Community Service came to us and we have right now a very excellent gentleman by the name of H. G. Rogers who spends the entire year in Lexington, looking after Community Service interests.

We have numerous tennis courts. We have no golf course, but the country club has a splendid 18 hole course. We have concerts afternoon and evening during the three hot months of the summer,—the colored band at the colored park and white bands at the white parks. We have slides and movies in the evening. Recently Mr. Nolan, community music organizer on the staff of National Community Service spent three months with us teaching the children, and the grown-ups too, how to sing together.

We have two baseball fields, two football fields, a wading pool for little folks and two swimming pools, one owned by a school and the other by the Y. M. C. A.

A wading pool is owned by the city and for the last three years, my confreres of the commission have been talking to me about furnishing money for a swimming pool, to be built next year, and at the proper time,—evidently they don't like to contaminate that much water. I am unable to have this large municipally-owned swimming pool, as yet, but I have seen 5000 children at Woodland Park and at Douglas Park, attending one of the Field Days that we hold each year at each of the parks. The spirit of recreation has gotten the children of Lexington and also many of the grown ups.

The city gives the Civic League \$2500 to help them out and the citizens help by subscriptions. I granted to the Civic League last week the use of a splendid house which they are going to use as a Community Service Center to be used all during the winter. Community Service and the recreational spirit have done wonders for Lexington and at a small cost.

Mr. Otis: Lexington has a reputation of going after and getting the best of everything. That is doubtless the reason that the entire city commission is here studying the city-manager form of government.

Chairman: Col. Waite is here.

Col. Henry M. Waite Advocates Recreation

Col. Waite, (former manager of Dayton, Ohio): I feel like a grandfather, I have been so long out of the game. When I hear Mr. Riddle talk about parks in Xenia, and my old friend, Mayor Bradley talk about parks in his country, there is no telling what will happen in this world now that they have taken whiskey away. When I knew Lexington, it didn't have anything—far from a park. I certainly do congratulate you on the new atmosphere that I see in your association.

There are so many changes and more coming in all the time that it is a pleasure to be here with you. I am very much interested in this last question of recreation because there is such a tremendous possibility in every community of building up the support which any new form of government needs and must have through the interest it can arouse throughout the city by such projects.

Of course, Dayton is located on the Miami River and it had to have parks. We don't have a lake. I remember the first time I went out on a bond campaign when I first went to Dayton to try to stir up the citizens to spend some money for parks. I got very little come back from the working class people on the question of raising and spending money for parks. It hurt me to hear workmen tell me that they didn't have playgrounds and why should their children have playgrounds. Dayton did not have money and we went out and cleared up spaces that had been made dumping grounds after the flood and also got people to loan us property on which playgrounds were constructed by a joint arrangement with the Playgrounds and Garden Associations.

I think that the work Dayton has done really has been simply marvellous. I am astonished. I remember the first year we got up enough interest to clear up 400 vacant lots. Mr. Barlow tells us that last year the number was 1800.

In one of the trips to investigate these different gardens we started, I was very much interested in the psychology of the results. You take a street such as this particular street was, very dusty and dirty, with houses on one side and a terrible open dump across the street running along undeveloped property for a great distance; they have cleaned it up. Our requirement was that they must plant flowers along the walking side.

A woman told me that her life was made miserable in having been forced to sit on her porch and looking at this place, but now she can work in her garden and has the pleasure of sitting on her porch and seeing her neighbors working in their gardens.

It is a wonderful thing to work up the spirit of the people and I want to call your attention to another thing we had and that is the Civic Music League. There are so many different types of people, and people with different interests. Dayton has many baseball teams and the kids have to be registered and it is really interesting to stand in the welfare department and watch a kid who wants to break his contract and go with another nine.

That holds the spirit together and we try the same thing with music. We got so ambitious that we built up a symphony organization. We had to send down to Cincinnati and borrow a base fiddle or borrow an oboe, but the spirit was there. We used the schoolhouses and the playgrounds for music centers and I think the outcome of that musical effort was one of the outstanding examples of what can be accomplished by arousing community interest. Everyone who is handling government questions must remember that it is simply a game of keeping the public interested in what you are doing. The trouble with government—as we look back on it and analyze is,—is the fact that people do not take an interest in government.

How in the world can you expect people to take an interest in government when the “outs” are calling the “ins” robbers and thieves, and just as soon as the “ins” get out, they are calling the new “ins” the same thing.

I think you all realize that this is one of the serious things you have to overcome—the lack of confidence in government, and by getting the interest of the community, you summon to yourself a great help and aid.

I want to congratulate you.

Petersburg Plans Unique Park

Chairman: I am glad Col. Waite was able to come here. We are glad to see our “grandfather.” I sat silent when my city was called, but I will give you a few words. Petersburg now has three parks, but immediately next to the city and owned by the city, there is a water shed, which has been abandoned as a water supply, 1800 acres, which next year we will turn into a park. It has a lake in it, $1\frac{1}{2}$ miles long. No axe has ever been layed to a tree in that 1800 acres since God planted a tree there, except for two strips that go along a narrow bank. These trees were cut down by General Lee and General Grant and within that park there are two forts—one Federal and one Confederate. That is the park I will develop next year. (Applause).

Mr. Otis: In conclusion, a word as to the matter of co-operation. In any problems dealing with recreation—municipi-

pal or otherwise, the Playground and Recreation Association of America, 1-Madison Ave., New York, stands ready to place at your disposal a valuable fund of information. Community Service (Incorporated), will welcome inquiries and coöperate as far as possible. Incidentally there are frequently openings on the staff of Community Service for community organizers and recreation specialists, as local communities quite often "borrow" the workers on the national staff. Such opportunities may interest some of you city managers. I am confident that every manager realizes the great importance of public recreation.

Chairman: If we do realize the importance of recreation, and if we are to dine at 6.30 tonight, let us put our theory into practice. Let us adjourn.

(Session adjourned).

November Sixteenth, Evening Session

Convention Dinner, C. M. Osborn, City Manager, East Cleveland Presiding

President Freeman: In order that we may lose no time, I am not going to attempt any speech but turn the entire program over to the presiding officer, the city manager of East Cleveland, Mr. C. M. Osborn.

Mr. Osborn: Ladies and Gentlemen. We have before us tonight a real treat. This is the one great occasion of our convention. It is to be the one meeting in which we are to receive the inspiration that is to carry some of us for another year until we get together at our next convention.

Our program for tonight I think is the best one yet, and has recently been improved by an unexpected guest. We have with us tonight, as he introduces himself, the grandfather of the city managers—Col. Henry M. Waite, and at this time I am going to ask the Colonel to say a few words to you as I know you will be very glad to hear from him. Grandfather Col. Waite, let me introduce the grandchildren. (Applause).

Col. Waite: I am very proud of my offspring. I hope the next generation will be as successful as this generation has been over the first generation. At our meeting at Springfield, Ohio, I think there was seven or eight city managers present, and that was only six years ago, 1914. And now when we hear the roll call and find about 40 managers are here—probably 80 to 100 people in attendance. I don't intend to make any speech. I am here really to gather information from the "high brows."

I may be the grandfather of the city managers, but if I am, Childs is the great grandfather. If you don't believe it, just look at him. (Laughter).

I had the pleasure of traveling on the train with him last night from New York, and I was sitting in the back part of the dining car and my wife said

"I think I see Mr. Childs' cap."

And I looked around and there was the black silk cap and he told me afterwards a man who was sitting opposite him at the table had looked at him, with a great deal of interest, and finally said to him:

"Why do you wear that cap?"

And Mr. Childs, in his usual style replied: "To keep my head warm." That ended all conversation as near as I can make out.

As I say, I really did come down to hear what Mr. Childs has to say about the manager of this town somewhere in Michigan and also what Dr. Hatton has to say. Perhaps they will say something that will force me to say something when they are through. (Applause).

Chairman: This City of K—I have been stumped ever since I have seen the program. After the program came to me some few days ago, I went to the public library to consult the atlas, after first looking through the list that comes from Mr. Otis, to find out what city this might be. I was sitting out here in the lobby last night. Some of you men know that we have with us several commissioners who are looking for managers. We also have with us several managers who are looking for commissioners. (Laughter.)

As I was sitting there one of these prospective managers came up to me and he said: "Osborn, I would like a little tip on the side. Will you tell me where this city is (and he pulled out his program) and tell me what that city manager has done. If he has done anything bad, I would like to know about it.

(Laughter).

Without further comment, we will call on Mr. Richard S. Childs, vice president of the National Municipal League, New York, to tell us what this city manager did. (Applause).

WHAT THE CITY MANAGER OF KLEDUBUDAYDOC DID

Mr. Childs: "Kledubudaydoc" is an Indian name meaning "unearned increment of land value." (Laughter).

The city manager of Kledubudaydoc was sitting privately with his commissioners around an open fire with the cigars and revealed the trend of his mind by a little discussion that he in-

dulged in, showing the philosophy which governed certain subsequent acts of the City of Kledubudaydoc.

He said: "Of course these things that we are doing, we are doing for the people of Kledubudaydoc. We mean to make the people of Kledubudaydoc happier and richer and wiser by the improvements we install. As a matter of fact, to a very large degree,—to a much larger degree than we realize,—we do these things not so much for the people of Kledubudaydoc as for that comparative handful of people who own land in the city of Kledubudaydoc.

Public Improvements Mean Private Gain

"For example, if we build a park along the river bank,—an attractive place for people to walk, the owners of land abutting thereon and nearby will mark up the price of their land and the land will rise in value by reason of the attractiveness of the new facilities in the neighborhood.

"If we should put in a public market, connecting farmers and consumers in such fashion that the ordinary housewife could save one hundred dollars a year by buying at that public market, it would result in inflating real estate values in that vicinity, and landowners and owners of property to rent, showing their tenants through, would say: 'This is, as you will notice, close to the public market, where you can save a considerable sum of money on the things you buy to eat. This is one of the advantages of this property and makes it worth the price I am asking.'

"If we improve the police force in such a manner as to bring about a radical reduction in crime in this city, we are benefitting property. If you don't believe it, consider what happened two years ago in the northwestern section, where there was an epidemic of burglaries—people were complaining that the conditions in the city were so terrible that property values were being hurt.

"If we reduced the fire risk in this town, bringing down the base rate of fire insurance—that would be something which the people who have property to sell—whether they are residents of this town or not—could talk about—another talking point.

"And so it goes! Continually, by the things the community does,—by the progress that the community makes,—it is benefitting the land values and the benefit is being put into the pockets of sundry private individuals."

So the City Manager of Kledubudaydoc said. And as the consequence of that conversation, he led his commissioners

along toward certain adventures in the unearned increment of land values.

Modern Method of Assessment

Of course this city had the modern method of assessment, that is, it assessed the land on a unit basis by the front feet or the acre as the case might be and assessed the improvements separately, assessing them only to the extent that they added to the total value of the property—the New York system of assessment,—which meant that the bulk of taxation fell on land and that improvements in many cases paid very little in the way of taxation.

An old house on the main street downtown that had long survived its usefulness as a house and which had remained behind from an older era, might be insured for \$20,000, and add nothing whatever to the value of the lot on which it stood. Scientific assessment would levy a tax on it of so much a front foot on the land and if it was found that that house added nothing to the value of the parcel, the house would not be taxed.

“One of the features of our town,” the manager pointed out, “is, that like so many other growing cities, it has a very ragged border line. Here we have streets running far out into the corn fields with electric lights, water, sewers, all public utilities. Frequently we will have \$20,000 worth of street and public utilities improvements made leading out to \$20,000 worth of houses, with acres and acres of empty land in between, land now spoiled for agriculture and prematurely cut into building lots. We can draw a line outside all the improved streets in the town, making a rough circle all around, including therein all the improved streets, and leaving outside the raw land only, and we would have room enough within the circle to house an additional 10,000 people without making any further improvements in the streets.”

Establishing “Girth Control”

“Let us do that,” he said. “Let us announce by a formal resolution of the council that we have got enough streets and sewers to take care of a population of at least 10,000 more than we have, that until the area within that circle which we will mark on the map is filled up within reason, (not to the point of waiting until there is a monopoly value on the land inside that line, but until that circle is reasonably well filled up)—we will not extend by assessment on the property benefitted any public utilities in the area outside. We will work toward

a definite purpose, to improve the city's real estate values from which we are to receive our revenue, to take the guesswork out of the real estate game, and to give to the progress and extension of the city, a certain orderliness and fundamental economy which will be a benefit directly and indirectly to the town."

Accordingly the circle was duly established on the city map with the farms and truck gardens on the outside. The farmers and truck gardeners were able to rest in peace for a considerable number of years, knowing that their farms and truck land would not be cut up into building lots, for which there was no immediate market, and that they could go on farming without the fear of city assessments and taxes, whereas the people inside that line knew that they were not only to get whatever improvements they did not have already, but that the population would have no other place to go and that the city within that circle was going to fill up rather promptly.

In due time as the city did grow up to the dead line, the commission selected areas on the borders, adequate for a few years more of growth and marked them out as land which would be filled up with street improvements, by assessment on the property benefitted, as fast as the population required, and then the population would be attracted in that direction. That did not mean that a man outside the dead line could not get the improvements. He merely could not make his neighbors share in the cost until the city fathers were ready to say that the city was in need of extending its line. So was solved the problem of what we might call "girth control."

Slum Cleaning As a Business Proposition

The second adventure in an unearned increment came when the city manager unrolled a series of maps. "This one," he said, "has a lot of spots on it, which indicate either crimes that have been reported to the police, or the residence of criminals, and you find that the bulk of the disorder or the source of disorder, lies in a certain section, commonly called the slums—an area of old houses in a state of decay, converted into tenements, in a heavily-congested section of the town." On another map, he showed that the fire hazards of the town—shown in accordance with the improvements of the fire hazards—and once again, it was shown that this same section contained the bulk of the danger to the town.

Other maps showed the location of the cases of preventible diseases and once again the spots were centered heavily in this congested slum area. "Now" he said, "marking a circle around the heart of this area, including the worst housing that we have, supposing we condemn that whole

area. We have here proof enough that under the police power it is necessary that something be done to clear and clean up that section. Suppose we condemn that entire area of eleven blocks and then proceed to have it renovated and cleaned up. We can save ourselves a lot of money, a lot of social disaster, by controlling that rotten area."

Very well! The land was condemned. Forthwith certain of the houses in the heart of that district were vacated and the city manager sent in carpenters, plumbers, and painters who effected a complete renovation and brightened it up and cleaned it up and made it a decent habitable place, with little apartments and tenements where people could live by American standards.

Long before the work was done, the city manager had a long list of applications of people who wanted to move into this property as soon as the cleaning-up process was finished and who were willing to pay enough to cover the cost of the building and of the renovations. They would not have come if they were not assured that not only these individual houses but that the whole neighborhood was going to be made decent. Having got the first houses off his mind, the city manager proceeded right down the line. It soon began to be visible that the process might pay.

Some of the owners of parcels in the eleven blocks volunteered to put in improvements themselves and under supervision were allowed to do so and were exempted from the condemnation process. In other cases, after the city improved the property, the owner was ready to buy it back. At any rate the thing proceeded and in the end, the business men of the community who would be responsible landlords, were encouraged to come in and take over some of the properties. There was a waiting list for them. People were eager to get in there. It could be shown to be a sound investment and at the end of the adventure the property was back in private hands again. The city put out some money but got it back. The condemnation process never had to be completed.

The city had a model set of tenements, one of the brightest, cleanest sections of the city, and it came away without any serious financial difficulties in handling the whole proposition.

(This was a marvellous city, Kledubudaydoc, and a remarkable manager!)

City Gain from City Growth

The third adventure came when the city manager learned that a large factory was coming to town and would bring with it one thousand highly-paid mechanics. The circle was fairly

well filled, and so the question came up of how the new population was to be provided for. Some new area would have to be developed. The city of Kledubudaydoc suddenly reached across the river and condemned a stretch of land that had always been inaccessible and undeveloped, unspoiled woodland and meadow, and announced it would build a bridge across the river to connect that area with the main portion of the city, and direct a trolley line across the bridge.

It also announced, in anticipation of the parasite developments that was otherwise likely to develop on the borders of this improved tract, that the new tract was going to be protected against parasite developments by having a broad belt of solid park land around it. Accordingly, anyone who wanted to live there would have to live on the city tract. They could not get the advantages of the city tract without going right into the city tract. They could not get by hanging on to the edge of it.

The city planners went to work and laid out that tract and a price was put on the residential land, sufficient to cover the cost of the purchase, and all the street improvements that were necessary to develop it and the bridge across the river.

In a general way, residential property does not increase very much in value unless a whole district changes in character, and accordingly, the city manager stood ready to give long term leases on the land in all of the residential area thus opened up, and charged a reasonable percentage on the total investment.

Now, in the heart of that tract and at the head of the trolley line, he put a public square and provided a retail center for 5000 people and on the land at the retail center, he put a flexible rental.

"None of this land is for sale," he said. "The city will remain the owner of the land in this tract, just as certain German cities have done, and the rent of the land in the business section will be $4\frac{1}{4}\%$ of the assessed value and the property will be assessed by the same processes and in the same way as the balance of property in the city is assessed.

"Accordingly, if the value goes up, as it will when population arrives, these lot rents will go up, too. For the present anyone can have these business lots who will improve them, and who will pay a nominal rent because the population has not yet arrived in full force."

So Kledubudaydoc became the owner of a considerable part of the underlying land of the city, and as the city expanded further, the little settlement was extended out further into the park belt, and eventually the city of Kledubudaydock found

itself with a revenue from ground rents far in excess of that which it could possibly have derived from taxation of that same area.

In Gary, Ind., the researches of the Committee on New Industrial Towns demonstrates that if some way could have been found for conserving to the community the unearned increment of land value, that developed when a large population was suddenly ushered in, an increment of \$22,000,000 that has accumulated up to date, instead of being dissipated among lucky land speculators, if reserved to the city at 4% or so, would bring in to the city at the present time \$880,000 in revenue, on top of the \$600,000 which the city gets and spends for the present public purposes!

Similar researches into Lackawanna, New York—a town created by the Lackawanna Steel Corporation,—show that the city, if it could have preserved the unearned increment, if it could have foreseen the growth, got the land and kept it, would now have over 100% extra revenue.

My speech is long enough and I will forbear to figure out what it was that Kledubudaydoc undertook to do with the additional revenue. Of course it was not an extra 100% in this case, but only an additional revenue on the new development which the city created and handled.

The essence of all of this is that land values furnish a flowing source of revenue that is not properly appreciated, that in growing cities things can be done to save for the city a greater part of the benefit that ought to accrue to the city from the unearned increment if the city acts in time.

Power of Condemnation Important

The power of condemnation is extremely important in such cases. It would be quite impossible for any one man, however rich, to assemble all the necessary parcels, in a slum district in order to get the opportunity to benefit simultaneously a whole neighborhood. In New York City, Trinity Parish had a lot of old property lying in a large solid section in the heart of the city, and one man was able recently to purchase three solid blocks of small houses on the lower West Side, at Charlton street. He improved them all simultaneously, and was able to make enough out of it to go and do the same thing on a larger scale south of Washington Square. So I should judge from that that he had been successful. Certainly it is impossible to clean up a slum neighborhood with the individual owners. The thing has to be by the wholesale.

In Philadelphia, there is a philanthropy that tackles slum buildings, buys a few houses and fixes them up and sells them

and goes somewhere else and picks up other parcels and does the same thing. They can't extend in any systematic way along the same street and build up a neighborhood because, having improved three to four houses, they have thereby enhanced the value of the land of their neighbors and then they can't get it at a reasonable price or make any profit.

The power of condemnation enables one to get together considerable number of parcels that it is necessary to have in order to capture any part of the unearned increment of land value.

I have not told you just where Kledubudaydoc is, or what the name of the manager is. That's because I don't know! (Applause).

Chairman: We have with us also Dr. A. R. Hatton of Cleveland, Ohio, field director of the National Municipal League. He is to speak to us on the Manager—Greatest Problems of City Manager Government.

THE MANAGER—THE GREATEST PROBLEM OF CITY MANAGER GOVERNMENT

Dr. Hatton: Gentlemen: I assume that all of you have read the title of my address, as stated on the program. If so, you will realize that I am here in the same position as that unpleasant guest who sometimes invades your home upon invitation and proceeds to disagree with the food you serve him and the way you decorate your house.

You know how popular he is. I am here tonight in the person of that unpleasant guest at the annual banquet of the City Managers' Association.

Since I have been playing that role for a number of years and you stand for it, I came this year with not the same degree of trepidation I had when I first attempted the part. I am moved to speak on this question—"The Greatest Problem of the City Manager Movement—the City Manager." because in my work, as draftsman of a good many city charters, as consultant in places where I have been drafting charters, in discussions of this question all over the country,—I am constantly met by the query: "What hope is there that we can get a good city manager if we do adopt the manager plan of government."

Where Will Cities Secure Good Managers

And I am obliged to confess that the answer which I feel compelled to give to that question neither satisfies me completely nor do I think it is completely satisfactory to those who ask

it—because the best I can do in answering that question is something like this.

“Well, you can’t do worse than you do with a popularly elected mayor, if you have a manager.”

In the second place, the city will have a chance to choose a chief executive primarily because of his executive ability and qualities of non-partisan leadership. The city will have the chance to do so. Even if the worst should happen and the manager should be appointed for political reasons, he will be chosen with some reference to his executive ability.

As a matter of fact, I hold the point of view that even assuming that a city manager would always be chosen for partisan reasons and would be changed every time there was a change in party in the city council, the city government will be better than can be secured under the elective mayor-and-the-city-council plan.

In the next place, I say to them, since you have the chance to eliminate partisan choice, by this elimination of partisanship which experience shows will nearly always be done, the city does increase its chances of getting a good executive. The method of choice and promise of permanent tenure opens up a field of managerial ability, never available to cities through popular election.

Finally, to a considerable extent, we must still depend on choosing a promising man and training him on the job. But we can retain for the benefit of the city, the training thus paid for instead of throwing it away every two or four years, and starting all over again, as we do under any other plan. That is the sort of answer that I make to people in various parts of the country when they ask me the question: “what chance have we of getting a good city manager assuming we adopt the city-manager form of government.” That is what I can say. Here are some of the things that I cannot say.

Supply of Trained Managers Meager

I cannot say that there is an available supply of trained managers upon which the city can draw. I cannot say that as yet we have been able to tap the richest stratum of administrative ability in the United States for manager government. I can’t say that any manager has yet guided his city into new fields of striking achievement.

I make that last remark because after all, as I read the so-called achievement reports in the Year-books of the City Managers’ Association, startling as these achievements seem to be, I am bound to confess that these achievements are merely in

the line of doing better the every day, necessary work of the municipality.

I do not find among these achievements that any city yet under municipal government has made any striking or remarkable excursion into new fields of municipal activity.

We are in such a state of affairs in the United States in municipal government that it is positively a striking fact if some city under some type of administration does the ordinary humdrum work of municipal government intelligently and well. We have not yet reached that standard in the United States in municipal government or otherwise, where we can take the efficient performance of the necessary functions of the city as a matter of course and begin to inquire, when we are comparing city with city, in what things they are in advance of the other city, what new field of activity has this particular city entered.

In other words, the municipal movement needs now, as I see it, the type of manager that will be found 25 years hence, but it may take 25 years to produce the kind of a manager we now need.

Highest Type Manager Not Yet Produced

I do not mean to say that I think the city manager movement is failing. I believe that it is the most remarkable achievement in the way of political reconstruction that this country has seen in one hundred years. What I mean to say is this, that for the striking things, for the brilliant achievements, we have not yet developed in the manager field that type of managerial leadership which will produce in the American city under managerial government the thing that in my opinion we shall expect as a matter of course within the next 25 years.

We are suffering in the United States from the fact that we are only beginning to think in terms of trained professional public administration. Only at one part of our government have we recognized that trained professional public leadership is essential. That is in the schools.

We have begun to recognize the necessity of that kind of leadership in such important municipal functions as health and engineering. In the field of general municipal administration we have only begun to think as a community, of the necessity of that type of leadership. As the public has learned these things only in part, so the city managers have learned them only in part.

Present City Manager Defined

If we can define a city manager as he is today—I would define him somewhat in this manner: A man of higher average ability than we have previously drawn into municipal services, but still reflecting to a considerable degree this half-awakened community intelligence of which I have just spoken.

Now, I am saying these things because I want to point out to you clearly that in my opinion in the near future, as soon as the manager movement becomes generally established in the public mind, as a thing that is to stay, as managerial government comes to be taken as a matter of course, the competition for positions in the field of city managership will be of a type which we have not yet seen in spite of the high type of men that has been drawn in now.

In part, the solution of what I regard as the manager problem will come by the improvement in the type of material upon which the city is able to draw for its manager. In a larger measure, however, the important part of the solution of the municipal problem lies in improving the quality of those already in the work.

Manager Must Not Play Politics

That brings me to point out a few things in regard to the manager as he is, as I see him. Now, remember, I am playing the role of the unpleasant guest. I am not here to tell you of the good things. I am here to tell you the things that I see looking at you from the eye of the fond parent whose child does not measure up to the standard as he had hoped he would (I have one at home who is constantly disappointing me). I am looking at you from the standpoint of one who does not want to see you fail, repeating the criticisms that I hear by those friendly and unfriendly to the movement.

There are some managers who have not yet learned that a city manager has no place in municipal politics. I am not using that in the ordinary party sense, but mean that it is not the function of the city manager to go before the people of his city and fight for the adoption of a municipal policy in regard to which there is a difference of opinion in the community.

They have not learned that that is the function of the city council, which has to determine the policies. I was in an important manager city within the last year or so, a city that has been remarkably successful, and whose manager is here,—in which the manager found himself reluctantly in the position of taking the leading part in fighting the battle before the public in a speech making campaign for the adoption of municipal

policies which he had advised, but which after all, were the policies of the commission.

I find that this manager, although he was very much liked personally, was properly criticized up and down the city for taking that position.

Some Managers Lack Initiative

In the next place, I have been in cities where friends of the manager movement and enemies of the manager movement and members of the city commission itself have criticized the manager to me for lacking initiative in planning. It has been said to me that the manager is an excellent fellow,—we all like him, he does well the thing that the commission suggests to him that he do, but he is not doing any thinking for the city. He is leaving the commission to do all the thinking instead of planning and suggesting to the commission, and laying out before them the possibility of work for the community.

I was in a city not a great while ago, within the year,—in which that criticism was very sharply made to me,—of a manager who otherwise was doing good work. The city manager needs to understand that while he has no part in the fight for a municipal policy, he is hired by the commission with the idea that he has his mind on the solution of the problems of the city, that he has to devote himself to thinking out far and wide constructive plans for the city, and if he fails to do so, he will be considered a failure and in the course of time be compelled to move on.

Long Distance Planning Needed

Again, I find in some cases the city manager fails not so much in scientific planning but for want of that long distance planning which is one of the great opportunities opened by the manager movement. Those of you who have lived under the mayor-and-council type realize that one of the curses of that form of government is that it tends to the development of a succession of starting certain municipal undertakings,—a new undertaking being started by each mayor and when he is succeeded by another candidate, the new candidate comes in with a different program so that you find yourself with certain things started and nothing carried to a conclusion.

In a political office it is poor politics to campaign on the achievements of your predecessor or on a program previously laid down. It is always good politics to have a plan of action. That is good, ordinary municipal politics, but very poor municipal planning. That is almost necessary under the mayor-

and-council type of government. With manager government, there is a chance for that far seeing, long distance planning, which is so much needed in our American cities. I find a considerable amount of that going on in cities under the manager government, that I do not find in city government of the old type, but not the degree that one can hope to find. I find here and there that criticism urged.

Next, I find to a very considerable extent a lack of imagination on the part of some managers. I have not yet found a manager with the degree of imagination suggested by Mr. Childs' address. What I mean by lack of imagination is the failure to see that after all, a great many of the things being done unofficially in the city really belong to the city government and ought to be done by the city government.

Ideal Government Would Replace Chamber of Commerce

An admirable address was made today by the manager of Xenia in regard to the coöperation of the city government with the modern chamber of commerce. I believe in a modern chamber of commerce. I assist in establishing modern chambers of commerce. I am glad to campaign for it. I am frequently called in to consult with it on city problems and speak for it so that what I say in this connection is no reflection whatever on the modern chamber of commerce, in which I heartily believe, but nine-tenths of the work that is being done by the modern chamber of commerce ought to be done by the city government.

It belongs to the city government and when our city governments are functioning as they should, at least nine-tenths of the activities of present so-called modern chambers of commerce will be performed by the city government proper.

Why do I say that? Because the modern chamber of commerce is based upon the idea that it is a representative community organization, that it is so representative and so democratic that it can speak for the community on their problems. It occurs to me that the city government is the ever present and absolutely necessary community organization. If it is properly organized it will be thoroughly representative of the community, and therefore it is the organization that really ought to undertake these things done by the modern chamber of commerce.

There is not in that regard quite the degree of insight and imagination on the part of city managers that I can desire.

Again, I find some city managers failing in a measure in giving to the activities of the city government that degree of publicity to which the people of the city are entitled. Here

again let me call attention to the activities of the so-called modern chambers of commerce.

The modern chamber of commerce that does not take its membership into its confidence continually, that does not keep its membership in touch with what it is doing—very soon ceases to be a modern chamber of commerce, and soon ceases to be a chamber of commerce at all.

What is true of that semi-public organization is equally true of a city government. The city government that is not so organized that it deliberately takes the electorate of the city into its confidence as to its activities, is not doing what it should do for the people and it will find itself in trouble.

In speaking of what happened in Xenia, the city manager called attention to the function of the chamber of commerce,—the function it performed when they had begun to raise questions,—when those who were opposed to the plan were able to get in their suggestion that everything was not well. Once suspicion was brought in, I think it would have been fatal to ignore it.

Should Have Direct Contact with Citizens

I say that the city government should announce this policy; that there would be held a meeting at which the city commission and the city manager would explain the program that the city had undertaken and answer questions, reply to criticisms and come before the people of the city every week and explain the activities of the government.

I don't want to be misunderstood, particularly by the representatives of the press who are here. I don't wish to be understood as implying in this failure to take people into their confidence, the city-manager governments are worse than the old type of government. As a matter of fact they are better.

On the whole, the people in the manager cities do know better what is going on. But the manager organization is such a perfect and simple working organization that it is possible for work to go on and great undertakings to be accomplished without sufficient notice being given to the people.

A Career—Not a Job

Again, it seems to me,—although I think this criticism is due to the newness of the manager movement and the type of men being drawn into it,—that within the manager movement there is frequently considerable lack of vision. It seems to me as I view the work of city managers that too many regard their

position as a job rather than a career. When I say they regard it as a job, I don't mean in the ordinary political job holding sense.

A job is a piece of work that a man does from day to day as it arises, with no notion that it ever can be developed into anything else. A person who regards the work he is doing as a career sees it in connection with all the movements for possible development and improvements that may possibly arise.

When we say that a man has made a career for himself, we don't mean he took the everyday thing to be done and did that—although reasonably well. We mean that through initiative and study and constant education—constant application through reading and inquiry and intellectual curiosity, he has sought out new fields. He has advanced the work in that line so that it has become a career. It is usually the man who thinks of his particular line of work in connection with other great movements, so that he coördinates it with the general advancement of civilization.

That leads me to say finally that it seems to me, that even the city managers themselves, have not comprehended the philosophy underlying the city manager movement. It seems to me that most of you do not realize that you should be something more than give to American cities the best government that they have ever had, because you are doing that.

Most Important Advance Since Constitution

You don't realize the influence of this movement upon the whole problem of political reconstruction which is now confronting this country. You don't realize the effect that this is going to have upon the State and National government, upon our entire attitude toward political affairs. In other words, this, in my opinion, is the most important single advance in the matter of politics that has been made in the United States since the framing of the Federal Constitution. (Applause).

I say that because it is founded upon the fundamental principles of clear and sound scientific political thinking. It is founded upon a conception that differs from our previous American thinking. It is founded upon the conception that the people may control their government, but that once policies have been determined—we don't further the cause of democracy by putting the administration of these policies into the hands of the people who perhaps will cause them to fail even after we have decided that we want them.

Fundamental Movement for Democracy

Now, the manager movement is an important fundamental

deep line advance in the cause of better politics, of sounder government, of fuller democracy not only in the city but the country.

I want the city managers of the United States to feel that they are engaged in a movement so fundamental, so important, not only to the cities but to the country, that their attitude toward their work is practically that of the Apostle Paul, "Woe is me if I preach not this Gospel"—that nothing could be worse than any sort of failure, any sort of traitorous action toward the cause in which you are engaged.

Personally, I can think of nothing more fascinating than what lies before you men,—the opportunity of being connected with the great and fundamental movement that in my opinion will alter the entire course of American political thinking, and of American politics.

The opportunity of helping to solve the problems of democracy at the point where it is most difficult and where failure will be fatal to the entire movement—the opportunity to take an American community and through wise leadership, through study, through suggestion to that commission, you must work with,—and which you must obey,—to take an American community and see it grow under your hand into a community in which life is desirable and beautiful and human relationships are sweet and clean and wholesome. (Applause).

Should Manager Ever Campaign for Policies?

Mr. Freeman, (Kalamazoo, Mich.): On the program, there is no opportunity for discussion, but there is just one question I would like to ask. I have listened for four years to Dr. Hatton's criticisms and I, for one, would feel that a city managers' convention had lost something if we did not have him speak along the lines he has spoken. There is one thing that occurred to me. He spoke about the shortcomings of the city managers—that a manager sometimes finds himself reluctantly mixed up in municipal politics.

I want to ask him what he would advise if there arose a great big vital problem of policy, that the manager has studied and sold to the commission, and it came to a question of carrying it to the people, and the manager found himself confronted with this situation,—that he doesn't seem to be able to move his commission to take the responsibility of going before the people, and he must either throw himself into the fight knowing he will suffer from doing so, or sit back and see the project defeated by his neglect.

Dr. Hatton: It is the duty, I believe, of the city manager to take no part in it. After the commission has approved the

policy, say to them "If it fails, the responsibility lies with you—it is on your head." While you may lose the immediate success of some project, the best thing is to stay out of the fight.

I can realize how an ambitious manager would hesitate to see a desirable program fail, but that burden ought to be thrown on the commission and my observation throughout the country has been that I hold this is the wise course to pursue. Otherwise the manager finds himself in difficulties.

Mr. Freeman: Supposing they won't take it.

Dr. Hatton: Simply say "I have done my duty" and stay out.

Mr. Turner, (Ashtabula, Ohio): Supposing the commissioners are not educated to the point where they can explain it. They haven't made a study of the question the way the city manager has. The city manager is better able to go out and inform the people of the project than the commissioners are. Would you have the city manager refuse to bring this before the people?

Hatton Says "No"

Dr. Hatton: I am inclined to think that the city manager should reserve his part in matters like that, to his report to the council, with supporting data, and in the long run, he must keep out of what seems to me the fundamental political division. The success of the manager movement in my opinion lies in establishing a manager who is an expert in his line—non-partisan—non-political—who is an administrator, and if you take the other attitude, people will object to a man who is a good administrator, and people will object to him on the ground that he is clear on one side of the question. He will come out of every fight which he wages weaker by the votes of those who are opposed to him. It hinders his work in every direction. That is my opinion.

Mr. Otis: Coming back to instances—supposing you had the kind of council that Mr. Turner has had and as the rest of us have sometimes seen, and the proposition is a bond fight,—a very important issue that should go through. Supposing you have no one on that city commission that can make a speech in public—that can be interviewed by the paper and give the facts as they are and sell it. Supposing you have a council that says "The city manager has the facts; ask him." The newspapers send interviewers to see the city manager and the interview would amount to the manager's coming before the people in support of the issue. Supposing the chamber of commerce says "We want the facts on this. The manager is the

one who has the facts and can present them and answer questions."

Would you advise that the city manager refuse to grant an interview and refuse to appear before the Chamber of Commerce, and answer questions?

Dr. Hatton: I tried to make a distinction between the manager explaining to an interviewer or anyone else who comes to see him, the facts on which he bases his recommendations and the active campaigning, which some feel they must occasionally indulge in. Such campaigning will prove a detriment to the manager movement. Many disagree with me but if you permit yourself to be put in the position of letting the council say "we hired you, the manager, because you are not only a better executive, but a better talker, to go out and advocate to the public every problem that we have agreed upon,"—if you do that, you have climbed down from your position of an executive and have sold yourself to the commission just as an attorney sells himself to a case.

The life of that type of manager, if he happens to be in a city where important issues come up, will be a short one. That will be the inevitable result.

Zimmerman Supports Hatton

Mr. Zimmerman, (Sandusky, Ohio): I carried two very important bond issues and kept myself in the background. The Chamber of Commerce send around what they called a speakers bureau to see me to get data. They started a night school and went out and made four minute speeches on the issue. The only time I appeared in the case was when the newspapers came to get the actual data on one statement I had made. I explained it to them and furnished them with data and information. We carried the bond issue more than two to one.

Col. Waite: I saw Dr. Hatton looking at me. I will take it upon myself so that we can have an argument. I rather agreed originally with Dr. Hatton's idea and theory that a manager should not in any way mix in politics and I still maintain that he should not, yet I am absolutely of the belief that the manager will make himself stronger if he comes before the people on a question of policy, but not of politics.

Take the case of bond issues. The manager has outlined the necessity of an expenditure which can only be made by bonds; he works up his data, and his charts as to what the benefits will be, and he sells it to his commission. I say that if he has sold it to his commission, the question of policy has ended there. It is then the policy of his board of directors and he has just as much right as the board of directors to go out to

the community and help sell that policy which his commission has agreed upon.

I can show cases of where your manager does not go out and explain the thing, as only he can explain it, and he has lost ground. The difficulty is: which is the best thing to do?

If it is a question that is purely political,—if it is a question of the election of the commission—**absolutely no** under any condition. That is none of his business. But if it is a question of a policy that he has sold to his commission, and the commission has adopted it, and if the commission feels that he should go out and help sell that idea to the community, I don't agree with Dr. Hatton that it hurts the standing of the manager in his community if he goes out.

Waite Says "Yes,—Sometimes"

I would rather say that if the manager has not got enough strength of conviction and belief in the policy which he has helped sell to the commission—to go before the public and explain it, he is weaker than if he does go out and face the music. It is an important question that has been argued on both sides, but I must say after my experience that I don't believe I lost any ground in Dayton by going out and explaining what the commission has decided to do.

Now, there are several ways that you can do that. If you go out and sell a policy that the commission has decided upon, to the public, as your policy, you have made a fatal mistake. But you should always carry the thought to your public that you are going out at the request of the commission to try and explain the commission's policy. One of the troubles with this form of government is that the commission does not go out enough, but in a very important bond issue in Dayton, the commission went out, and I went out with the commissioners. I would explain the issue and the commissioners would speak for it. It is necessary to keep the thought in mind that it is the policy of the commission that you are selling.

Dr. Hatton: I want to call attention to the difficulty of keeping a dividing line. I am not using the term "politics" with reference to the election of officers. It may be possible for a city manager to get away with an ordinary bond issue a number of times. One occasion, I remember, involved a bond issue for establishing a municipal electric light plant. Instead of its being merely a plant for public lighting, it was designed also for selling current to private users, and it aroused the sharp discussion that is usually found in an American city over the question of municipal ownership.

A manager, no matter how carefully he explains it, inevitably came out of that campaign with the opposition of many people. I don't see how it can be avoided. If a manager gets himself in the position of saying "it is my duty to go out and explain the principles adopted," he says "it is my business to advocate the policies adopted by the commission which are against my better judgment,—policies which I advised the commission not to adopt". The stability of the manager movement lies in the development within the council itself, (I prefer to call it a "council") of the function of political leadership—leadership in regard to the adoption of the public policies.

Col. Waite a "Pragmatist"

One of the objections made to the manager plan when applied to larger cities is that it does not provide for the function of political leadership. The only answer that can be made to that is that the council must assume that function. The strongest selling point of a manager plan is that it offers the way by which you can separate politics from the administrative service of the city. And so Col. Waite and I are not nearly as far apart as our statements seem to indicate. He is a pragmatist on this question.

Issues might arise if he were a manager that he would have considerable hesitation about going out with the commissioners to explain. Where it was a question of bond issues for the general development of the city, he might feel it was his proper function to perform that duty. He did remarkable work in Dayton. As a general principle, I am convinced that the manager should refrain.

Col. Waite: I want to hear Dr. Hatton describe his line of "pragmatics." I understood him to say that a bond issue was applicable. Now I take it that I misunderstood him and he would waive on a bond issue and would consider it as a question of policy and not of politics. I don't know what "pragmatism" is but I will accept whatever it means.

If a question of policy that the commissioners have agreed upon and which should be threshed over in public, I should go along with them; but I would not go with them into a political campaign on any question of politics.

Dr. Hatton: What is your definition of a political campaign?

Col. Waite: Does "pragmatism" come in there? (Laughter) I would say that politics would be simply a question of the election of officers, but that a policy would be a proposed project that the manager and the commission had agreed upon, such as the bond issue in Dayton. What happened there was

that the commissioners threw up their hands and said that I was the one to sell the policy and after I had gotten into it and helped sell it, I came to the conclusion it was not such a bad idea after all.

The citizens naturally come to the manager to ask questions about the policies. It is perfectly legitimate and natural, when they come to your office and ask for explanations, to carry the thing a step further and take the explanations to the public. The manager is then acting as an agent for the commission:

If the manager has disagreed on a subject and the commission still thinks it is a good policy and says that the manager must go ahead with it, is up to the manager to decide what he will do.

Question: What would you do in a case like that?

Col. Waite: I would resign. I would not try to sell something I didn't think was right. The manager still has that pragmatic right.

Dr. Hatton: That sounds as well as if it did fit.

Fort Offers Compromise

Mr. Fort: It seems to me after listening to both of the speakers, they are talking about the same thing and have hit upon what is often a weakness of the city-manager system of government. It is so designed that the ordinary business man, the highest type of citizen that we have, the man who is fundamentally the best fitted to sit in the council and decide on the questions of policy—is a busy man and he, nine out of ten times, is not willing to spend his nights and days in continually campaigning before the public upon one subject after another. That in many cases, is one of the reasons why he would prefer to see the burden of selling the proposed plan thrown on someone else,—often upon the city manager.

I think it is possible for the manager to go out and explain the policies of the council without in any way taking sides in the matter or without in any way claiming that the policy which he is explaining is his own or hardly intimate in fact that he is opposing either one side or the other.

I perfectly agree with the speakers that if he takes sides, he will soon put himself in a position where he can do little good at all, where he will be of little use, and the best thing to do would be to resign.

I have in mind a prominent example of a man who for the past 25 years has been, in a way, the manager of the metropolis of this country—yet he is very little heard of. He is never heard of in that capacity. I speak of Mr. Nelson P. Lewis,

who has had a greater part perhaps than any other man in shaping the projects and in getting across the business of the Board of Estimate of the city of New York. He has effaced himself almost entirely from advocating projects that the Board has taken up, and yet I think if any of you have been close enough to the affairs of the city you will know he has been a powerful influence in these matters. I think that is a good model for a modern city manager to follow.

Chairman: Apparently you have decided in your own mind which side of the debate wins. Possibly you don't care to express it. The last number on our program is the relation of motor trucks to city business, Mr. Raymond W. Parlin, of the International Motor Co., New York.

THE RELATION OF MOTOR TRUCKS TO CITY BUSINESS

Motor trucks have two distinct relations to municipal business, first as public servants and second as agents of destruction.

In one relation, they propel our fire apparatus, haul our loads, carry our people and perform a large number of other duties. In the other relation, they have helped to destroy our roads and to clog our highways.

Selection and Purchase

The selection and purchase of motor apparatus is a phase of public business where as much judgment is needed as in the spending of the same amount of money on a public improvement. If the best results are to obtain scientific or engineering analysis rather than political expediency must control the selection.

A little resume of how the motor truck has developed will serve to point out reasons why one truck is superior to another.

Motor trucks are subjected to loads, strains and shocks far worse than those which a passenger car or even a railroad locomotive must withstand. This is largely because the trucks run over rough roads on solid tires instead of pneumatics as with the passenger car, or on steel rails as with the locomotive. Furthermore, the truck usually receives less consistent care in its operation and up-keep than does either of the other carriers.

Trucks are essentially load carriers. They have developed from two starting points along two different lines. In one case, the origin was an attempt to build a commercial load-carrying motor vehicle, which should operate on hard tires, in the

other case, the origin was the passenger car and an attempt has since been made to adapt this car to heavy work. Naturally along the first line came a vehicle of rugged construction with parts designed and built to withstand the loads and shocks to which the vehicle was subjected. And the other line, first came a vehicle with relatively light parts built more for speed than load-carrying ability and adapted particularly to operation on resilient pneumatic tires. This vehicle when placed on solid tires soon showed signs of weakness due to the increased strains to which it was subjected. Later it was remodeled and strengthened and gave better performance but it always had the handicap of a poor start. In fact, efforts have been made almost from the start to produce cushion tires, cushion wheels or pneumatic tires for truck use in order to enable the trucks of this class to stand up in service.

The most important portion of a truck to be considered when purchasing is the chassis, consisting of the engine, transmission, control mechanism and running gear, although the body and auxiliaries which are to be placed upon the chassis should also be selected with care.

Two Classes of Trucks

Present day trucks may be divided generally into two main classes—First, the manufactured trucks; second, the assembled trucks.

In the first class are included those trucks in which all of the important components such as the engine, the transmission, the axles, etc. are built by the manufacturer constructing the vehicle.

In the second class are included those trucks which are assembled from component parts purchased from part manufacturers.

There are relatively few trucks in the first class which includes the Mack, the Pierce-Arrow, the Packard, and the Riker, the White and the Autocar. The great mass of trucks come in the second class including among others, such trucks as the Republic, the Garford, the Federal, the Stewart, etc.

Essentially the difference between the two classes of trucks lies in the superior engineering of the manufactured truck and the much superior manufacturing facilities. They represent the result of a closer, more continuous and more consistent control over the selection of materials and construction, better testing and a greater improvement in the light of experience than is generally possible in trucks of the second class. With manufactured trucks the same force of engineers designs, constructs, tests and observes performance. Changes in design

and construction may be quickly made to comply with results of observation.

With an assembled truck built up as it is of parts purchased from many manufacturers, the control over the selection of material entering into these parts and their construction is neither so uniform nor so close as it is with trucks of the other class. It is not easy to quickly secure changes in the design or construction of a component part used in an assembled truck because such changes affect other purchasers of the same part and the profit of the part manufacturer comes largely from the quantity production of a standard part. Important changes usually mean the abandonment of the part in use and the purchase of an entirely different unit generally from another manufacturer. An illustration of this fact is one of the well known assembled trucks, that in nine years, has had three different engines and more than one transmission.

Adequate Service Important

Next to good design and construction, adequate service is of the greatest importance. The best truck may be laid up for the want of a simple repair part. Adequate service reduces lost time. Simplicity of design and accessibility of parts in a truck are also large factors in service for unless repairs can be easily and quickly made when the parts are at hand, the efficiency of service and therefore the truck will be greatly reduced.

Thousands of trucks have become useless for lack of adequate service. A common cause for this difficulty has been and still is the tremendous mortality among motor truck manufacturers. At least 79 of the 114 truck manufacturers in business in 1911 discontinued manufacturing before 1917 and 148 other makes were started and discontinued during the same period, leaving thousands of orphans on the hands of the truck users. Repair parts for many of these orphans are now off the market.

To summarize—experience indicates that the safest action for public officials is to purchase trucks only from old reliable truck manufacturers who maintain an adequate service station within a reasonable distance from the place where the truck is to be used. The best is none too good and it cannot be expected that a dollar can be secured for fifty cents any more in the truck line, than elsewhere. If several different first class trucks are available then the purchase should only be made after careful study indicates the one best suited to the local requirements. Price, alone, should seldom rule in the selection,

for the difference in first cost may be wiped out in the first year.

It is not uncommon to hear men say that they do not expect a truck to last more than two years in hard work, and if a truck lasts five years, it is considered an exception. Yet investigation shows that units built by the best manufacturers have often consistently performed for ten years and we know of many that have been on the road from ten to nineteen and are still going.

Care of Apparatus

Good care is as important as good purchasing. The old adage—a stitch in time saves nine—applies very strongly to the care of the motor truck, for one truck on the road is worth many times nine in the repair shop. Regular cleaning and routine inspection by competent men will mean that adjustment and minor repairs will prevent serious damage. When operating a fleet of trucks, it is probably better not to allow drivers to tinker with the engine or important truck parts but to employ special inspectors who understand the vehicle thoroughly and who can quickly spot trouble or make necessary adjustments, keeping trucks clean and well painted will tend to make the drivers take general care of them and the constant check of routine inspection will largely prevent abuses.

City Use of Motor Trucks

The question of when and where to use the motor truck in city service perhaps should have been treated before the question of purchasing. It is not yet always economical to motorize. On many jobs the horse still has his place and probably will have for many years to come.

A noted expert on management has said "Look for the idle time and you will find most of the waste." With the motor truck continuous chassis use spells economy. Therefore, plan the equipment and the work so that the chassis can be kept busy.

City manager cities are naturally better able to secure economy in the operation of motor equipment than are those under the older forms of government. The centralization of control brings with it the ability to easily utilize a single piece of equipment in the service of several departments. Equipment which is especially adapted to performing the varied duties of city work has been developed in the past few years. This equipment is included in three general classes: 1, convertible bodies; 2, demountable equipment; 3, tractor semi-trailer units.

Convertible Bodies

Special bodies are now made which may be adapted to several very different uses. An example is one which may be used as a dump body for handling bulk material; converted into an express body, a platform and stake or platform and rack body for handling package material or converted into a plain platform body for handling bulky pieces of material. These conversions require only a few moments and the chassis is thus enabled to serve continuously though carrying loads of varied character.

Demountable Equipment

Demountable equipment has been devised which especially meets the requirements of northern cities where a change of equipment is required from season to season. This equipment also meets the requirements of other cities where work is of a seasonable character, but in each case it is designed to allow continuous chassis use by changing the equipment mounted upon it. For instance, apparatus may be secured which will oil, sprinkle or flush streets in summer that can be demounted in winter and replaced by a dump body used in collecting refuse or hauling snow. Many cities have heretofore used the oilers and flushers in the summer and left the apparatus stand in the garage all winter.

Tractor Semi-Trailer Units

Tractor semi-trailer units enable a city to use a single power plant to haul several radically different pieces of equipment. By such units, it is possible to operate different equipment from shift to shift and day to day with a minimum of idle apparatus. An example of such a tractor semi-trailer unit would be a single tractor equipped with a pump and piping which may be used for flushing, sprinkling or oiling in connection with a tank semi-trailer or for delivering all kinds of supplies in connection with a platform semi-trailer or for collecting refuse and ashes or hauling road material in connection with a dumping semi-trailer. With this sort of unit conversion only requires the time necessary to disconnect from one semi-trailer and to connect to another.

Any of these three classes of equipment complies with the requirement for continuous chassis use and has the necessary adaptability.

Other types of equipment which meet municipal needs by reducing labor, replacing several teams or otherwise performing work with economy may be mentioned according to their use.

Motor Fire Apparatus

In motorizing fire apparatus we should, for economy, generally supplant several pieces of horse drawn equipment by one motorized piece or the territory served by a single piece of apparatus.

Types of apparatus which are available may be mentioned as follows:

Combination, chemical and hose cars or chemical engines which are usually more speedy than the other pieces and are expected to be first at a fire.

Pumping engines, combination pumping engines and hose cars or triple combinations accompanied by hook and ladder trucks or aerial trucks carry equipment that enables the firemen to fight extensive fires and to reach fires in the higher buildings. The larger cities also use water towers and searchlight trucks as well as service trucks to supply gasoline and oil to the working apparatus, and wreckers to remove disabled apparatus.

First class horse drawn apparatus may be made serviceable in a motorized department by placing a four wheeled tractor under the apparatus to draw it in place of the horses. The economy of such action is apparent.

Road Building and Maintenance Apparatus

For road building and maintenance, the regular dump truck with arrangements to assist in spreading road materials, the sprinkler, and the oiler are familiar to us all. Recently, some successful use has been made of a special truck for delivering mixed concrete from a central mixing plant to new road construction.

For street cleaning, street sprinkling and refuse collection, there are numerous pieces of motor apparatus, the most successful of which includes the sprinkler, the flusher and the special refuse collection and transportation vehicles, particularly those vehicles used on relay or long distance transportation rather than on the house to house collection. The horse still seems to be the economical unit for collection in the smaller cities.

The front end snowplow on the motor truck has proven its usefulness in opening up thousands of miles of highways and streets after snow storms. The larger cities keep fleets of these plows working throughout the storm so that traffic is kept moving.

Miscellaneous Motor Apparatus

One of the most recent and most valuable pieces of equipment which greatly reduces the labor requirement is the catch-basin cleaner which lifts the dirt and water from the basin into a water tight body, allows the dirt to settle out and the water to return to the catch-basin where the sewer easily takes care of it.

Busses are bringing school children long distances to central schools with resulting economy and making better facilities available for the children.

Numerous other special units are available and are being constantly put on the market but the main problem for the city manager is to make sure first that motorization will mean economy and then to secure the best available equipment for the purpose.

If good operating and maintenance records are kept of each unit separately, the responsibility for waste or abuse may be fixed and a guide will be provided for future purchasing.

The Truck as a Destructive Agent

The tremendous increase in the use of the motor truck for long distance and inter-city transportation has forced upon this country a problem of road construction and road protection which is, at the present time, of most urgent importance and one which needs the coöperation of the best brains available so that the solution may bring about the greatest possible benefit to the country.

There is no doubt that the truck is destined to be a great factor in the future development of the nation. Business and military requirements make this problem important, particularly at this time when so much money is being put into new road construction.

Two contradictory policies are apparently now directly the efforts of our road building officials and our legislatures. One is based upon the assumption that roads should be built to carry the modern heavy truck loads which are being so commonly hauled today, and the other is based in the assumption that we should legislate off the roads all large capacity trucks.

There is no doubt that the immense traffic carried by our roads during the war has caused the destruction of many roads which were previously adequate for the horse drawn traffic which they were designed to carry. It is also true that everyone is interested to have the millions which are going into new roads so spent that the return to the public may be as great as possible. This return can perhaps be best expressed in ton-

miles of pay-load transported per dollar spent. The problem is to determine what kind of a road must be built and how it shall be protected when built to secure the maximum result.

Uniform Legislation Needed

During the past few years, there has passed all over the country, an epidemic of legislation based upon the broad assumption that every truck is a cause of road destruction, and this legislation has been without any real scientific or national plan behind it.

The result has been a crop of motor vehicle laws which differ from state to state and have variations in our cities, which threaten to handicap business and do not tend toward either economical transportation or the most economical results from our highways.

To illustrate how the laws vary and how they affect trucks, particularly the large capacity trucks, one state allows any capacity vehicle to operate on its highways for an annual fee of \$5.00 while another charges \$1225.00 for a $7\frac{1}{2}$ ton truck. Nearly every state has a different maximum weight limitation. One says the total weight of the truck and load must not exceed 30,000 pounds, another 28,000 pounds, the third, 26,000 pounds, fourth 25,000 pounds, and one state has made the limit 20,000 pounds. In fact motor vehicle legislation is characterized by a lack of uniformity.

During the war a movement was started to standardize the motor vehicle laws. This movement has been continued by the Automobile Chamber of Commerce and other large associations interested in the use and control of motor vehicles. They have prepared and published a proposed motor vehicle law which contains all of the necessary data for framing standard legislation for the licensing and regulation of motor vehicles. The adoption of this law by all states would go far toward crystallizing our policy not only in motor truck regulation but would set a standard for motor vehicle and road design and construction.

That the attempts to rule the large capacity truck off the road are not justified by the facts or in the interests of economy or the public interest may be shown by the following analysis. During 1919 some 300,000,000 tons of freight were moved by truck. If this tonnage were carried on 1-ton trucks it would have been necessary for the highways to carry 2-tons of vehicle for each ton of pay-load or a total of about 900,000,000 tons. If it had been moved on $7\frac{1}{2}$ -ton trucks, less than 1-ton of vehicle per ton of freight would have been carried or a total of less than 600,000,000 tons and the roads would have

carried less than 1/7 as many vehicles.

In other words, if the large capacity truck is legislated off the road, our roads must be built wider which of course, does not lead to economy in road construction. A road twice as wide will cost at least twice as much, while one twice as strong will probably cost less than 1/2 more. This indicates that the road for large capacity vehicles is the economical road.

Military and Business Needs Similar

Furthermore, our military requirements must not be lost sight of. Fortunately our present business and the military requirements practically correspond. To quote from a report by General Leonard Wood, "As a general rule highways and highway bridges which are capable of sustaining modern commercial traffic will also stand under military loads. At present the largest size guns are transported in sections, the heaviest section weighing about 18-tons, most of which is one axle but distributed over a considerable area by means of caterpillar wheels."

Knowing that economy demands roads constructed to carry large capacity vehicles, the next question is where to draw the line in road construction and weight limitation. Here the government has shed some very clear light recently in its impact tests which were run by the Bureau of Public Roads, United States Department of Agriculture. These tests were a part of the studies which the Bureau is making to determine the real cause of road destruction. They have shown conclusively that truck design is as much a factor in road damage as is the gross weight of the vehicle and load. In fact the tests have shown that a chain drive truck loaded with 5.65 tons hit a blow, only 68% of that dealt by a 3 to 5 ton worm drive truck loaded with 5 tons. This difference is largely due to the difference in weight below the springs, one truck having an unsprung weight on one rear wheel of 1000 pounds, whereas the other had a weight of 1837 pounds.

Legislators Need Accurate Knowledge

With accurate knowledge to guide our legislators, it should be possible to frame laws which shall protect our roads and yet comply with the demands of modern business. It should also make possible legislation which will be uniform from state to state and place the highest tax on those vehicles which cause the greatest damage, regardless of gross weight.

It is hoped that you will all take a definite interest in motor vehicle legislation in the future so that the best interests of your citizens and your cities will be served and your road con-

struction will comply with the best thought available. Only through such coöperative action will it be possible for the country to make the progress which it merits. (Applause)

(Motion picture exhibit followed).

(Adjournment).

ASSOCIATION BUSINESS

November Sixteenth, Morning Session

President Harry H. Freeman, Presiding.

Chairman: The first thing on the business program this morning is the roll call.

Mr. Otis: I am using for my roll call the registration cards, to serve two purposes; first, so that each of us may know who is here; and secondly, so that if you have not registered, we may have your name before you leave.

Roll Call

Active: Gerard A. Abbott, former manager of Sanford, Fla.; Jas. E. Barlow, Dayton, Ohio; Edward A. Beck, Lynchburg, Va.; E. P. Bridges, Griffin, Ga.; C. A. Bingham, Watertown, N. Y.; Louis Brownlow, Petersburg, Va.; W. M. Cotton, Ambridge, Pa.; O. E. Carr, Dubuque, Ia.; Edwin J. Fort, Niagara Falls, N. Y.; Harry H. Freeman, Kalamazoo, Mich.; J. W. Greer, Tallahassee, Fla.; V. J. Hultquist, Alcoa, Tenn.; Bonner H. Hill, Charleston, W. Va.; A. W. D. Hall, Jackson, Mich.; W. P. Hunter, Roanoke, Va.; F. L. Jenkins, Portland, Mich.; W. J. Laub, Akron, Ohio; Henry Lee, Anoka, Minn.; Jas. C. Manning, Nowata, Okla.; B. I. Miller, West Hartford, Ct.; S. E. Northway, Sherrill, N. Y.; H. G. Otis, former manager of Auburn, Me.; R. W. Orebaugh, Westerville, Ohio; C. M. Osborn, East Cleveland, Ohio; Wm. R. Pouder, former manager of Kingsport, Tenn.; E. E. Parsons, Springfield, Ohio; Wilder M. Rich, Goldsboro, N. C.; Kenyon Riddle, Xenia, Ohio; R. W. Rigsby, Bristol, Va.; H. A. Stecker, former manager of Charlottesville, Va.; H. H. Sherer, Glencoe, Ill.; V. A. Thompson, Phoenix, Ariz.; M. H. Turner, Ashtabula, Ohio; E. R. Treverton, Rock Hill, S. C.; Henry M. Waite, former manager of Dayton, Ohio; H. L. Woolhiser, Winnetka, Ill.; George M. Zimmerman, Sandusky, Ohio.

Associates and Guests: Hon. and Mrs. James Alderson, Dubuque, Ia.; A. M. Anderson, Chicago, Ill.; E. W. Andresen, Chicago, Ill.; Col. H. C. Boyden, Chicago, Ill.; Hon. T. C. Bradley, Lexington, Ky.; I. C. Brower, Evanston, Ill.; Hon. C. W. Campbell, Huntington, W. Va.; Mrs. O. E. Carr, Dubuque, Ia.; F. J. Chester, Pittsburgh, Pa.; Richard S. Childs, New York;

G. E. Comer, Carrollton, Ga.; Geo. A. Cottrell, Staunton, Va.; H. W. Dodds, New York; W. J. Donald, New York; Wood G. Dunlap, Lexington, Ky.; Robt. H. Erley, Grosse Pte. Farms, Mich.; Geo. B. Ford, New York; John E. Foster, Jackson, Ohio; Homer A. Goddard, Alcoa, Tenn.; C. B. Greene, Dayton, Ohio; Maurice B. Greenough, Cleveland, Ohio; A. R. Hatton, Cleveland, Ohio; Luke W. Henderson, Phoenix, Ariz.; Morris Knowles, Pittsburgh, Pa.; Albert Krell, Cincinnati, Ohio; R. C. Kuhlman, Cincinnati, Ohio; E. J. Lederle, Royal Oak, Mich.; R. L. Lewis, Columbus, Ohio; Herman C. Loeffler, Glendale, N. Y.; Wm. P. Lovett, Detroit, Mich.; Geo. L. Luck, Chicago, Ill.; C. C. Ludwig, Rochester, N. Y.; W. H. McCorkle, Lexington, Ky.; Walter J. Millard, Philadelphia, Pa.; J. E. Morris, Cincinnati, Ohio; Matthew Miser, Huntington, W. Va.; George B. Muldaur, Chicago, Ill.; Luke S. Murdock, Cincinnati, Ohio; John E. Northway, Hamilton, Ohio; Jas. J. O'Brien, Lexington, Ky.; R. W. Parlin, New York; S. H. Phinney, Trenton, N. J.; Julian Price, Greensboro, N. C.; C. E. Rightor, Detroit, Mich.; Wm. D. Riley, Washington, D. C.; M. R. Scharff, Pittsburgh, Pa.; C. M. Seibert, Martinsburg, W. Va.; P. K. Sheidler, Cincinnati, Ohio; Joseph N. Sletten, Adrian, Mich.; A. B. Smith, Alcoa, Tenn.; C. F. Templeton, Huntington, W. Va.; Lawrence Veiller, New York; A. D. Wingate, Pittsburgh, Pa.

Chairman: If I have counted it correctly, it makes 32 active city managers who are present at the convention, besides the several ex-managers and a goodly number of associate members and guests. The next thing scheduled for this business session is the reading of the minutes, but inasmuch as the minutes were printed in the yearbook, and we have all read them, I will entertain a motion to dispense with the reading of the minutes.

Member: I move the minutes be approved as written. (Motion seconded and carried).

Chairman: Has the secretary any communications?

Mr Otis: Sometime before the convention, I received communications from a large number of members expressing their regrets. I have here a telegram from George J. Roark, city manager of Beaumont, Texas. (reads telegram).

I find a telegram just received from the following men: W. J. Dabney, Guy White, Mr. Allen, George R. C. White, commissioners-elect at Decatur, Ga. (Reads telegram).

I have a communication from Wayne D. Heydecker, research director, American City Bureau, New York, in which he regrets that other duties have kept him from appearing on our program this morning. He offered to send his paper. I be-

lieve it is here. My suggestion is that it be published as a supplement to the National Municipal Review. I know that is Mr. Heydecker's personal wish.

I have invitations from several cities, which I think it would be well to take up at the last meeting. Among these are Buffalo, Chattanooga, Atlantic City, Cleveland, San Francisco. I have information from the Mayor of Tallahassee, Fla., that he regrets not being here.

Chairman: There are two commissioners here from a Michigan city who wish to get in touch with possible candidates for a managership. If there are any managers here who would be interested in making a change, I would be glad to have you see me and I will see that you meet them. I have also been asked to announce that all city managers and guests who are Rotarians, are requested to meet down in front of the elevators at about ten minutes of twelve. The Rotary Club here is very anxious to have them as guests at today's luncheon.

The next thing on the program is the annual report of the executive secretary.

Mr. Otis: This will be short and snappy. You may want the latest figures.* I find a record of 198 cities now operating under, or pledged to, some form of the city manager plan. Of this number 194 are in the United States and four are in Canada. Approximately 125 of these have standard commissioner-manager charters. I find that since 1919, forty cities have placed the plan in operation, or have voted to do so within the next year or two—a remarkable growth. I find that there are at present 178 active city managers. That leaves 20 vacancies, due to resignations or other causes. Of the 178, 133 are members of the association, which is a much higher percentage than any year heretofore.

As to the work of the association: finances first of all. When we met in Detroit in 1917, we were faced by a deficit, and a committee was appointed to devise ways of securing added revenue. Two of the members resigned and I was left to work it out alone. All bills have been paid in full and we have a cash balance of over \$300. Statement of receipts and disbursements for the year ending November 15, 1920, follows:

*N. B. See page three for more recent figures.

Receipts**Dues**

Active members	\$795.00	
Associate members	770.00	\$1565.00

Advertising

Sixth Yearbook	\$1255.40	
uncollected	40.00	1215.40
Delinquent accounts collected ..	28.00	
Advance payment	25.00	1268.40

Sales

First Proceedings	\$ 3.10	
Second Proceedings	3.80	
Third Proceedings	7.95	
Fourth Yearbook	13.50	
Fifth Yearbook	71.95	
Sixth Yearbook	269.20	
Sundry Sales	44.65	414.15

Income for year	3247.55
Balance from previous year	37.00

Total Income **\$3284.55**

Disbursements

	Year- Book	Bul- letin	Books Sub- scriptions	Corres- pondence	Conven- tion	Totals
Clerical ...	\$ 227.16	\$200.00		\$209.95	\$ 1.35	\$ 638.46
Printing ..	752.40	142.16		115.05	21.57	1031.18
Postage ...	177.57	34.78		88.35		300.70
Transporta- tion	37.46				110.65	148.11
Rent	10.00	10.00		20.00		40.00
Telegraph					3.64	3.64
Advertising .	104.00					
Supplies, etc.	30.03		650.75		10.75	691.53

Totals ..	\$1338.62	\$386.94	\$650.75	\$433.35	\$147.96	\$2957.62
Balance cash on hand						326.93

Total Disbursements and Surplus **\$3284.55**

The healthy growth of our association and its work is shown by comparison of financial statements for the past six years.

Year	Receipts					Totals
	Cash at Begin- ning	From Old Accounts	Dues	Adver- tising	Sales Bor- rowed	
1915	\$	\$	\$ 105.00	\$	\$	\$ 105.00
1916	28.78		115.00	341.00	83.80	568.58
1917	7.89		125.00	194.50	10.35	572.74
1918	28.38	142.90	260.00	400.00	225.54	1057.12
1919			835.00	957.00	243.00	2035.30
1920	37.00		1565.00	1268.40	414.15	3284.55

Disbursements

	Clerical	Print- ing	Com. and Transp.	Sup- plies & Sund.	Debt Pay- ment	Cash Bal.	Totals
1915	\$	\$	60.40	\$ 15.82	\$	\$ 28.78	\$ 105.00
1916	101.20	439.34	30.15			7.89	568.58
1917	85.00	426.50	19.30	13.56		28.38	572.74
1918	83.08	579.93	156.11		236.00		1057.12
1919	412.61	1083.49	255.87	246.33		37.00	2035.30
1920	638.46	1031.18	452.45	835.53		326.93	3284.55

Full Time Secretary Needed Soon

The work of the association has been extremely heavy this year, as evidenced by the fact that there have been sent out from my office, letters personally dictated and sometimes personally typed, to the total number of 4175. We have mailed out about 3000 copies of the year book, some 2000 copies of our bulletins, and other literature in like ratio. It is getting to a point where we are at the parting of the ways, both as to policies and methods of maintenance. It is still a question of whether we are strictly a technical association, or whether we are also an information bureau, propaganda headquarters and research bureau, somewhat similar to the National Municipal League.

We must be of a composite nature. Of the 73 letters which awaited me at this hotel, 50 were from cities not connected with the association. We must answer these letters. There is a demand for information. We should give them that information straight and not have it come in round about ways from friends who may make the mistake of trying to sell the manager plan on a cut rate basis of simply reducing taxes. We men have a legitimate interest in the right sort of propaganda,

that will sell the plan, not too rapidly, but sell it well, on the basis of service, in training men, which it takes time to do, as trained men are hard to secure. We have an interest in urging the universities to put on courses in public administration.

We have a mission in furnishing the legislatures with definite information so that when they are asked to vote on the subject of the city-manager form of government, they may be able to do so with a knowledge of the subject.

Some have said that the city manager movement is growing too rapidly now. There are 3000 cities with a population of 2500 and over. Less than 200 of them have as yet adopted the manager form of government and only one-half have adopted it on the right basis. There is no reason why we should not enter the other states. These are very serious problems and are being considered now by the Executive Committee which will report at the final session.

May I urge upon all members, active and associate, that they stay over for the Wednesday morning session. We shall have plenty of time then to thresh out some of the important problems. (Applause).

Chairman: I think the report of the Secretary which indicates the growth and prosperity of the organization is gratifying to all of us. I do want to say that I hope that all the members of the organization will stay through tomorrow morning's session, because we have a committee that has been working on some matters that are going to be of very vital importance to the future of this association, so by all means see that you stay and help guide this matter along the way it should go.

Committee Appointments

We have a number of committees that should function at this meeting and with your permission, I will read off the members of these various committees, and please take note if your name is read on what committee you are to serve and see that you get together and handle the matter that has been assigned to you. The first named person will be the chairman of his respective committee.

Auditing committee: R. W. Rigsby, H. L. Woolhiser, W. P. Hunter.

Resolution committee: H. H. Sherer, W. M. Cotton, A. W. D. Hall.

Nominating committee: C. A. Bingham, O. E. Carr, M. H. Turner.

Charter Revision committee: E. A. Beck, J. C. Manning, C. A. Bingham, The President and The Secretary.

Convention arrangements: R. W. Rigsby, G. A. Abbott.

November Seventeenth, Morning Session**President, Harry H. Freeman, Presiding**

Chairman: I will call for the report of the Auditing Committee. Mr. Hunter have you any report to make?

Mr. Hunter: Yes. The committee inspected the books and found them correct as presented. Balance of cash on hand, Nov. 15th, 1920, \$326.93. Messrs. Rigsby, Woolhiser and Hunter are the committee.

Chairman: What will you do with the report of the Committee?

Member: I move it be accepted.

(Motion seconded and carried.)

Chairman: Committee on the Revision of the Constitution and By-Laws.

Report on Revision of Constitution

Mr. Beck: Without discussing or criticizing any of the work of the association in the past, it is the opinion of the committee that there should be a revision in the by-laws,—that we should more closely follow the objects set forth in the constitution,—that of promoting the work of the city managers and of bettering municipal government as a whole.

In connection with the revision of the constitution and by-laws, and studying the proposed new policy it was decided that the office of secretary should eventually become a full time office.

The secretary has explained already the character of business passing through his hands,—also the volume. I think that most of us realize that a part time man cannot increase the work of the association over and above that carried on in the past. I believe there has been some discussion of an active city manager to handle the work of the secretary and the committee thinks that is an impossibility with the large amount of work already carried on by the office and if it is the sense of the association that the work be extended, no active city manager could fulfill his obligations to his city and to the association both.

With that in mind, provision is made for the continuance of a secretary who is not an active city manager. It is thought

also by your committee that it probably would be very desirable to adopt a policy of more internal work, of work for the benefit of the members themselves as individuals, and with this in mind, suggestion was made to the incoming executive secretary to arrange for certain committees,—such as one on police, on fire, on hospitals. Most of us have been unable to get very much information along these particular lines without considerable effort and it was believed if we could handle the office of secretary as a full time office, it would become a clearing house for that sort of information.

From my own experience, the question of hospital organization has come up and after sending out numerous letters, I find there seems to be no standard in that connection. Another manager seems to be having the same difficulties. Many of us have worked out standards by ourselves and they are more or less one-sided. It is the thought of the committee on revision that these committees should make a thorough investigation, and at the end of the year, submit a report and recommendations not only as to organization and procedure but including certain forms that may be adopted as standards, with modifications, to fit local conditions.

Of most importance is the question of finance—financing the office of a full time secretary. Of course it means more money than what we now receive and many of the changes are for the purpose of acquiring more revenue—then again it has been suggested by certain managers that the association is becoming commercialized, and I think we have a little evidence of that in this proposal to adopt standard uniform salaries but be that as it may, the committee has suggested certain changes in the grading of members and each one of them will probably be explained with an opportunity for discussion when the secretary reads the revised constitution and by-laws as recommended by the committee.

Chairman: Do you want to read them?

Mr. Otis: I shall be glad to read them. The constitution as appearing in our last yearbook was first drafted at the meeting of 1914, and was revised at the Roanoke meeting two years ago. Since that time certain customs have developed, and it was thought wise to incorporate these and such other changes as now appear advisable. Without presenting any arguments for or against any of these revisions, I will read the constitution as it is proposed for adoption—mentioning where the differences exist.

(Mr. Otis reads changes in Constitution and By-Laws.)

Chairman: That gives you an idea of what is proposed.

Let us consider the proposals and discuss them later. I will call for report of Committee on Resolutions. Mr. Cotton reporting.

Resolutions

Mr. Cotton: Members of the Convention. Unfortunately the Chairman was called out of town suddenly and I am asked to present the report which was prepared.

WHEREAS, This, the seventh annual convention of the City Managers' Association has been the most successful in the history of the organization, and we wish to express our appreciation of the efforts which have contributed to this end, therefore

BE IT RESOLVED, that the sincere thanks of the City Managers' Association be extended to the Cincinnati Chamber of Commerce, the Rotary Club of Covington and to the press for their generous hospitality and for the many courtesies extended the association during its visit in Cincinnati; and likewise that our thanks be given the several gentlemen who so generously gave of their time in presenting their interesting and valuable papers to the convention.

WHEREAS, the rapid spread of the city manager plan of municipal government and the efforts being made by the city commissions to secure capable, trained men to act as municipal executives indicates that there is a shortage of men who are properly equipped for such work, therefore,

BE IT RESOLVED, that the executive secretary be instructed in the name of the City Managers' Association to call this condition to the attention of the leading universities of the country with the request that these institutions provide in their curriculums courses and work in the science of municipal administration with the end in view of increasing the supply of properly qualified men for this profession.

WHEREAS, some Rotary Clubs have refused membership to city managers, through failure to recognize city managing as a profession, and inasmuch as the number of city managers is rapidly increasing in all parts of the United States, therefore,

BE IT RESOLVED, that the executive secretary of this association be instructed to take up with the International Secretary of Rotary the matter of giving the profession the same recognition and classification as is accorded other professions.

Several cases have come up where application to the Rotary Clubs have been denied because they have no classification for city managing as a profession.

Chairman: Let us take up the resolution expressing the thanks of the convention to the Cincinnati Chamber of Commerce, the press, the Rotary Club of Covington, and the gentlemen who gave their papers at the convention. Any discussion on that?

Mr. Carr: I move the adoption of the resolution.

(Motion seconded and carried.)

Chairman: Let us take up the second resolution presented—that of calling attention of the universities and colleges of the country in the name of this association—to the condition that exists—with the suggestion that they put into their curriculum courses that will give the men the background for later entering this field of work. It seems to me that we might properly take such a course and in doing so, I think that we would be dignifying the profession that we are now serving. I desire to see come into the field men who have been trained and who are qualified to go out into this position, and there is no question but what the university can aid materially in the work. Is there any discussion?

Mr. Carr: I move adoption of the resolution.

(Motion seconded and carried.)

Chairman: The third resolution is that directing the secretary to get in touch with the Secretary of International Rotary to take up with him, the recognition of the city managers as members of a profession and provision for suitable classification in their organization.

We should take every means possible to get our work recognized as a profession, and this seems to me another step where we can do some good in that way.

Is there any discussion?

Mr. Carr: I have been a member of the Rotary Club in two cities and have been refused membership in one city for the reason stated. I would move the adoption of the resolution.

Mr. Hunter: Two in any one business in one city can belong to the Kiwanis Club.

Chairman: Is there a classification for the city manager?

Mr. Cotton: Yes, as city manager.

Mr. Ford: As a matter of information, I belong to a Rotary Club in the same district with one of our members—and there was no question in our town about admitting a city manager. There is no well defined policy.

Mr. Manning: I think where they take an exception it is because they look upon the managership as a political position. I do not think very many consider the city manager as holding

a political position. If it is put up to the Rotary that way, we would not have any trouble.

Chairman: I think it very important that our secretary be informed of the city managers who are now members of the Rotary Club, because discussion may develop between our office and the International Secretary of Rotary and all the facts will be worth having.

Mr. Brownlow: I was informed by a member of the Rotary Club that a city manager is excluded:—whether that was that particular district or the International,—I don't know. The city managers are excluded because persons holding that office are not considered eligible. It seems that there has been some difference of opinion and different interpretations as to those officers elected by the people and those elected by the council.

Member: I am a Rotarian and the distinction in my town was this—that an officer elected by the people could not be a Rotarian, but an appointed officer in municipal government could be a Rotarian.

Chairman: There is no definite policy you might say of the organization on this subject. I think we ought to bear that in mind.

Mr. Otis: I don't know whether you know it or not, but at the last annual meeting of the International Rotary, one whole session was devoted to discussing the city manager plan. Two or three of our members were present, and I feel that they have our interests at heart and I am quite confident that this resolution will have the desired effect.

Member: I know a city where the mayor and two of the commissioners are Rotarians, yet they are elected officials.

Member: They are classified under their private business.

Chairman: That all goes to prove that it is something we can debate. All those in favor of the resolution signify by the usual sign. Motion carried.

That disposes of the third resolution, but as not to exclude any others that might be necessary or desirable, I will ask if anyone has anything additional that this convention should pass a resolution upon before we go to the next subject, he may bring it up at any time. If there are no more resolutions, the next work on the program is election of officers, and I will call for a report of the Nominating committee, Manager Bingham, chairman.

Mr. Bingham: The Nominating committee has gone into this matter very thoroughly and has picked a few names. We have picked these names after the consideration of the qualifi-

cations of the men, duration of their service, size of their city, geographical location of their city and whether or not they have ever been honored before by a position in this society, and the Nominating committee wishes to present for President the name of City Manager Hall of Jackson, Mich.

Chairman: You have heard the nomination. What does the constitution say about the election?

Mr. Otis: By ballot. If there is but one named, the secretary may be instructed to cast a ballot.

Mr. Osborn: Before we go through this work of electing the officers, our present constitution provides that we elect a secretary. If we are going to change our constitution, shouldn't we do that first?

Mr. Carr: We can put the constitution off until later. I do not believe it will take very long to decide on the secretary.

Mr. Osborn: I move the secretary be instructed to cast the unanimous ballot for Mr. Hall.

(Motion seconded and carried.)

Mr. Otis: It gives me pleasure to cast the ballot. Mr. A. W. D. Hall is elected president.

Chairman: Now, as is customary, I believe I can turn the further prosecution of this meeting over to my successor. Will you come up and take the chair? (Applause).

(Mr. Hall takes the chair.)

Chairman: I believe the next order will be to hear from the Nominating committee on the other officers.

Mr. Bingham: For the First Vice President, City Manager Zimmerman.

Question: Why not have the report of the Committee on all Vice Presidents?

Chairman: It has been suggested that the Committee read the list of their nominations.

Mr. Bingham: First Vice President, City Mgr. Zimmerman.
Second Vice President, City Manager Fort.
Third Vice President, City Manager Rich.

Chairman: Do you want to vote on them separately?

Member: I move that the nominations be closed and the Secretary be instructed to cast a unanimous ballot for these three men—for Vice Presidents as nominated.

(Motion seconded and carried.)

Mr. Otis: It gives me pleasure to cast the ballot of the association for the gentlemen nominated.

Mr. Freeman: I move that we temporarily postpone the election of the secretary to be taken up under the head of new business.

(Motion seconded and carried.)

(Mr. Hadden, representing the American Association of Engineers was given the floor and presented a salary schedule for engineers in public service, advocating its endorsement by the City Managers' Association.)

Mr. Carr: I move that the thanks of the association be given to Mr. Hadden for presenting this schedule to us for consideration.

(Motion seconded and carried.)

Chairman: The next thing to come up is the proposed changes in the constitution. I think the secretary had better read first the changes there.

(The constitution and by-laws as altered by the proposed changes were read, discussed and approved, clause by clause and ordered published.)

Chairman: The adoption of these changes leaves the appointment of the executive secretary to the executive committee. If there is no other business we are under the head of "Good of the Association."

(Lively discussion of association policies followed.)

Mr. Carr: I want to make a motion that we thank the executive secretary for his work.

(Motion seconded and carried by a rising vote.)

Chairman: We are going to close this most successful convention. The meeting is adjourned.

(Adjournment)

***CONSTITUTION AND BY-LAWS
OF
THE CITY MANAGERS' ASSOCIATION**

CONSTITUTION

Article 1—Name.—The name of the organization shall be: THE CITY MANAGERS' ASSOCIATION.

Article 2—Object.—The purpose of this Association shall be to promote the efficiency of City Managers and municipal work in general.

Article 3—Officers.—The officers of this Association shall be: a president, a first, a second, and a third vice-president, an executive secretary, and such others officers as may be found necessary. All officers other than the executive secretary shall be city managers of at least two years experience in active service, and their terms of office shall be one year, or until their successors are elected and qualified, excepting that any office other than that of executive secretary, shall automatically be vacated upon the retirement of the incumbent from active service as city manager, in which event the usual succession in office shall follow, the resulting vacancy to be filled by a majority vote of the executive committee. The executive secretary need not be a city manager. He shall be appointed by a majority vote of the executive committee, and his tenure of office and compensation shall be determined by the committee.

Article 4—Executive Committee.—The executive committee shall consist of the active officers and former presidents of the Association remaining in active service as city managers and in good standing as members of the Association.

Article 5—Elections.—At each annual meeting, the Association shall elect by ballot the officers enumerated in Article 3, except that the position of executive secretary shall be filled as above provided.

Article 6—Amendments.—This Constitution may be altered, amended or repealed by a majority vote of the members of the Association present at the annual meeting.

BY-LAWS

Article 1—Members.—Any person who is the administrative head of a municipality, appointed by its legislative body, at the time of his enrollment, is eligible to membership and may be enrolled as a member

*N. B.—As revised by unanimous vote of The City Managers' Association, The Seventh Annual Meeting, Cincinnati, Ohio, November 17, 1920.

of this Association upon approval by the executive secretary and payment of proper dues. Members shall enjoy full privileges of the Association, but voting by proxy shall not be allowed.

Article 2—Subscribers.—Any person, firm or corporation, interested in municipal progress may become a subscriber to this Association upon approval by the executive secretary and payment of proper dues; such subscribers however, shall not be eligible to hold office, to vote, nor to wear the society emblem, and shall be granted the privileges of the floor only upon permission of the presiding officer.

Article 3—Contributors.—Any person, firm, or corporation, who shall contribute annually a substantial sum toward the budget of this Association for advancing its work, may be enrolled as a contributor upon approval by the executive secretary.

Article 4—Penalties.—Any member or subscriber whose dues are in arrears for a period of one year, shall be automatically suspended from the Association.

Article 5—Dues.—The dues of members of this Association shall be payable annually in advance; the amount to be computed upon the basis of their salaries received as city managers, at the rate of \$10.00 upon the first \$5,000, and \$5.00 for each additional \$2,500, or any fractional part thereof. The dues of any member not in active service as a city manager, shall be \$10.00 per year. The dues of subscribers of this Association shall be \$10.00 payable annually in advance.

Article 6—Duties of officers and executive committee.—The duties of the officers of this Association shall be such as by general usage are indicated by the title of the office. The president shall appoint such committees as may be necessary. The executive committee shall act in the capacity of directors, and shall supervise and control the affairs of the Association when the Association is not in session.

Article 7—Financial Business.—The executive secretary shall transact the necessary financial business of the Association, keeping complete records of all transactions which shall be submitted for audit at the annual meeting of the association. He shall give bond in such form and amount as determined by the executive committee.

Article 8—Order of Business.—At the annual meeting of the Association the order of business shall be as follows, but may be suspended by the unanimous consent of those present:

- | | |
|------------------------|-------------------------|
| 1. Roll Call | 5. Report of Committees |
| 2. Reading of Minutes | 6. Election of Officers |
| 3. Communications | 7. Unfinished Business |
| 4. Report of Secretary | 8. New Business |

Article 9—Amendments.—These By-laws may be altered, amended or repealed at any regular meeting of the Association by a majority vote of the members present.

MEMBERSHIP ROLL OF THE CITY MANAGERS' ASSOCIATION

Members

The names of members who are now city managers will be found in the tables headed "City-Manager Municipalities." Those who are no longer serving as managers are listed below. The name of the city in parenthesis indicates the last city served as manager, when different from present residence.

G. A. Abbott, (Sanford, Fla.) Louisville, Ky.
 L. R. Ash, (Wichita, Kans.) Kansas City, Mo.
 W. C. Bailey, San Jose, Cal.
 Wm. C. Barber, (Dayton, Ohio), Joliet, Ill.
 James E. Barlow, Dayton, Ohio.
 W. B. Bates, (Portsmouth, Va.), Richmond, Va.
 Leslie E. Bay, Coalgate, Okla.
 Geo. R. Belding, Hot Springs, Ark.
 I. M. Cashell, Goldsboro, N. C.
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 S. H. Crosby, (Grinnell, Ia.), Port Arthur, Tex.
 C. O. Ephlin, Wheeling, W. Va.
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 Joseph Firth, (West Palm Beach, Fla.), Atlantic City, N. J.
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 A. R. Hebenstreit, Albuquerque, N. Mex.
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 R. P. Hilleary, (Montrose, Colo.), De Beque, Colo.
 F. L. Hilton, Alhambra, Cal.
 R. H. Hunter, (Ambridge, Pa.), Hudson, O.
 A. G. Jaffa, Roswell, N. Mex.
 H. N. Kennedy, (Grosse Pointe Shores, Mich.), Detroit, Mich.
 W. H. Larson, (Electra, Tex.), South Pasadena, Cal.
 W. L. Miller, (Bethlehem, Pa.), Dayton, O.
 Lequin Mitchell, Lufkin, Tex.
 W. R. Pouder, (Kingsport, Tenn.), Knoxville, Tenn.
 Thomas R. Reed, (San Jose, Cal.), Berkeley, Cal.
 S. A. Siverts, (Morris, Minn.), Minneapolis, Minn.
 H. A. Stecker, (Charlottesville, Va.), Ft. Riley, Kans.
 C. C. Smith, (Alliance, Neb.), Carson City, Nev.
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 Henry M. Waite, (Dayton, O.), New York City.

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 Mason Manghum, traffic manager, New Bedford, Mass.
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 G. E. Matkin, commissioner, Stillwater, Okla.
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 H. P. Matte, sanitary engineer, Harrison, N. J.
 J. D. McBeath, Moncton, N. B., Canada.
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 R. H. Randall Co., engineers, Flint, Mich.
 W. F. Reichardt, engineer, Watertown, Wis.
 John Richardson, sec. chamber of commerce, Herkimer, N. Y.
 A. G. Riddick, engineer, Gulfport, Miss.
 C. E. Rightor, research director, Detroit, Mich.
 C. W. Roberts, sec. chamber of commerce, Greensboro, N. C.
 K. M. Roberts, sec. chamber of commerce, Beaumont, Tex.
 Rochester Bur. Mun. Res., Rochester, N. Y.
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 O. F. Rost, business manager, Newark, N. J.
 James W. Routh, engineer, Rochester, N. Y.
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CITY-MANAGER MUNICIPALITIES

Corrected to August 15, 1921.

In the following tables, names of active members of the City Managers' Association are indicated by bold-face type. In the column headed "plan" the letter "C" indicates that the position of manager has been created by adoption of a charter, a charter amendment, or optional state law by popular vote; the letter "C-" implies that such charter is seriously modified; the letter "o" indicates that the position of manager has been created by local ordinance only. The column headed "Cities" following the names of the managers, indicates the number of cities each man has served as manager. Additions and corrections will be welcomed by the City Managers' Association.

State	City	Population	Plan	In Effect	Name	Cities	Manager Appointed	Salary
Ariz.—	Phoenix	29,053	C	Apr., '14	V. A. Thompson	1	Jan., '18	\$ 7,500
Ark.—	Bentonville	2,313	o	Sept., '15	Frank P. Harris	1	Mar., '21	
	Monticello	2,378	o	Jan., '18	C. C. Remley	1	July, '20	2,100
Cal.—	Alameda	28,806	C	May, '17	Clifton E. Hickok	1	July, '21	5,000
	Alhambra	9,096	C-	July, '15	Grant M. Lorraine	1	Sept., '19	3,300
	Anaheim	5,526	o	Nov., '19	O. E. Steward	1	Nov., '19	3,000
	Avalon	586	o	Sept., '19	A. B. Waddingham	1	Sept., '19	4,800
	Bakersfield	18,638	C	Apr., '15	F. S. Benson	1	May, '19	4,000
	Coronado	3,289	o	Jan., '20	G. F. Hyatt	1	Jan., '20	2,400
	Fillmore	1,298	o	Oct., '18	C. Arrasmith	1	Oct., '18	2,400
	Glendale	13,536	C	Apr., '21	T. W. Watson	1	May, '14	2,400
			o	May, '14				
	Long Beach	55,593	C	July, '21	Chas. E. Hewes	3	July '21	7,500
	Martinez	3,858	o	Mar., '21	B. A. Green	1	Mar., '21	2,400
	Pasadena	45,334	C	May, '21	C. W. Koiner	1	May, '21	10,000
	Paso Robles	1,919	o	Apr., '18	Wm. Ryan	1	Apr., '19	2,000
	Pittsburgh	4,715	o	Sept., '19	R. M. Dorton	1	Nov., '19	3,000
	Redding	2,912	o	Oct., '18	E. A. Rolison	1	Oct., '18	2,400
	Richmond	16,843	o	July, '20	J. A. McVittie	1	July, '20	4,200
	Sacramento	65,857	C	July, '21	Clyde L. Seavey	1	July, '21	10,000
	San Diego	74,583	o	May, '15	F. A. Rhodes	1	July, '20	4,500
	San Jose	39,604	C	July, '16	C. B. Goodwin	1	Oct., '20	3,600
	Santa Barbara	19,441	C	Jan., '18	Fred L. Johnston	1	Mar., '20	4,000
	So. Pasadena	7,648	o	Mch., '20	R. V. Orbison	1	Mar., '20	3,300

State	City	Population	Plan	In Effect	Name	Cities	Manager Appointed	Salary
Colo.—	Boulder	10,989	C	Jan., '18	Scott Mitchell	1	Sept., '20	4,000
	Colorado Spgs.	29,572	C	Apr., '21	A. M. Wilson	1	June, '21	6,000
	Durango	4,416	C	Mch., '15	W. H. Wigglesworth	1	Apr., '19	1,800
	Montrose	3,581	C	Feb., '14	J.E.McDaniel(aet 'g)	1	Oct., '20	
Conn.—	New London	25,688	C	Oct., '21				
	W. Hartford	8,854	C	Apr., '21	B. I. Miller	1	July, '19	4,000
				o July, '19				
Fla.—	Fort Myers	2,463	C	July, '21				
	Lake City	5,032	C	July, '21	C. E. Hurst	1	June '21	
	Largo	599	o	June, '13	W. H. Turner	1	Mar., '18	1,200
	Miami	29,549	C	July, '21	C. S. Coe	1	Aug., '21	
	New Smyrna	2,007	C	Jan., '21	W. R. Patton	2	Jan., '21	3,000
	Ocala	4,914	C	Feb., '18	L. B. McKenzie			'20
	Punta Gorda	1,295	C	July, '21	Max Chas. Price	1	Aug., '21	
	St. Augustine	6,192	C	July, '15	Eugene Masters	1	Apr., '18	3,600
	Sanford	5,588	C	Jan., '20	C. J. Ryan	1	June, '20	3,900
	Tallahassee	5,637	C	Feb., '20	J. W. Greer	2	Feb., '20	5,000
	Tampa	51,252	C	Jan., '21	A. W. D. Hall	2	Feb., '20	8,000
	W. Palm Beach	8,659	C	Dec., '19	Karl Riddle	1	Sept., '20	4,200
Ga.—	Brunswick	14,413	C	Jan., '21	W. N. Gramling	1	Jan., '21	3,600
	Cartersville	4,350	C	Aug., '17	Abram Cook	1	Jan., '18	3,600
	Decatur	6,150	C	Jan., '21	P. P. Pilcher	1	Jan., '21	3,600
	Griffin	8,240	C	Dec., '18	E. P. Bridges	1	Dec., '18	2,550
	Rome	13,252	C	Apr., '19	Sam S. King	1	Apr., '19	3,000
	Tifton	3,003	C	Jan., '21	W. T. Hargrett	1	Jan., '21	3,800
Ill.—	Glencoe	3,295	o	Jan., '14	H. H. Sherer	1	Jan., '14	5,000
	Kenilworth	1,188	o	Sept., '20	F. L. Streed	1	Sept., '20	2,400
	Wilmette	7,814	o	Oct., '18	C. C. Schultz	1	Dec., '18	2,100
	Winnetka	6,694	o	Jan., '15	H. L. Woolhiser	1	May, '17	5,000
Ind.—	Michigan City	10,457	C	Jan., '22				
Iowa—	Clarinda	4,511	o	Apr., '13	Henry Traxler	1	May, '19	2,700
	Dubuque	39,141	C	June, '20	O. E. Carr	4	June, '20	8,400
	Estherville	4,699	o	May, '19	F. G. Connelly	1	May, '19	3,000
	Iowa Falls	3,954	o	May, '14	J. O. Gregg	1	Mar., '17	1,800
	Manchester	3,011	o	May, '16	Thos. Wilson	1	May, '17	1,440
	Maquoketa	3,626	o	June, '20	Guy O. Morse	1	June, '20	2,400
	Mt. Pleasant	3,987	o	Apr., '16	T. W. McMillan	1	Apr., '16	1,800
	Villisca	2,111	o	May, '19	W. J. Oviatt	1	May, '19	1,200
	Webster City	5,657	C	Oct., '16	G. J. Long	1	Apr., '17	3,300
	West Liberty	1,834	o	Apr., '20	C. J. Mackey	1	Apr., '20	2,000
Kans.—	Atchison	12,630	C	May, '21	Bert C. Wells	2	May, '21	4,500
	Belleville	2,500	C	May, '21	W. M. Slopansky	1	May, '21	2,400
	El Dorado	10,995	C	July, '17	J. E. Caton	1	May, '21	5,000
	Hays	3,165	C	May, '19	A. W. Seng	1	May, '20	3,000
	Kinsley	1,986	C	May, '22				
	McCracken	491	C	May, '19	L. L. Ryan	1	May, '19	1,960
	St. Mary's	1,321	C	May, '21	W. E. Miller	1	May, '21	900
	Salina	15,085	C	May, '21	Fred W. Sefton	1	May, '21	4,200

State	City	Population	Plan	In Effect	Name	Cities	Manager Appointed	Salary
	Stockton	1,324	C May,	'21	S. S. Smith	1	June, '21	2,100
	Wichita	72,217	C Apr.,	'17	Earl C. Elliott	1	June, '21	6,000
	Winfield	7,933	C May,	'21	W. J. Welfelt	1	May, '21	7,200
Ky.—	Cynthiana ...	3,857	o Dec.,	'15	J. J. Curle	1	Dec., '18	1,200
	Harrodsburg ..	3,765	o Jan.,	'21	L. M. VanArsdale	1	Jan., '21	1,800
La.—	Crowley	6,108	o Sept.,	'20	J. O. Herpin	1	Sept., '20	3,600
Maine—	Auburn ...	16,985	C Jan.,	'18	H. J. Cook	1	Sept., '20	4,000
Mass.—	Mansfield ..	6,255	C Feb.,	'21	E. R. Conant	1	Mar., '21	4,000
	Middleboro ...	8,543	C Feb.,	'21	Harry J. Goodale	1	Apr., '21	4,000
	Norwood	12,627	C Jan.,	'15	Wm. P. Hammersley	1	Mar., '18	4,000
	Stoughton	7,390	C Jan.,	'22				
	Waltham	30,891	C Jan.,	'18	Henry F. Beal	1	Jan., '20	5,000
Mich.—	Albion	8,354	C Jan.,	'18	E. J. Mallory	1	June, '20	2,000
	Alma	7,542	C May,	'19	W. E. Reynolds	1	May, '19	4,500
	Alpena	11,101	C Apr.,	'16	W. E. Baumgardner	2	June, '20	4,000
	Bay City	47,554	C Apr.,	'21	H. W. Stickle	1	May, '21	6,000
	Benton Harbor	12,227	C July,	'21				
	Big Rapids ...	4,558	C Apr.,	'14	Dan H. Vincent	1	May, '17	1,200
	Birmingham ..	3,694	C Apr.,	'18	Wm. H. Brown	1	May, '21	3,600
	Cadillac	9,734	C Mch.,	'14	Geo. Johnston	1	Jan., '18	2,600
	Crystal Falls ..	3,394	C Apr.,	'18	J. H. Sanders	1	Apr., '18	3,300
	Eaton Rapids ..	2,379	o Oct.,	'13	P. T. Mitchell	1	Mar., '20	2,500
	Grand Haven ..	7,224	C Apr.,	'15	Paul R. Taylor	1	July, '20	3,500
	Grand Rapids .	137,634	C Mch.,	'17	Fred H. Locke	1	May '18	6,000
	GrossePte,Shores	400	C June,	'16	Clyde Hum	1	Feb., '21	2,500
	Jackson	48,374	C Jan.,	'15	Edward C. Meyfarth	1	Feb., '21	3,600
	Kalamazoo	48,487	C June,	'18	Clarence L. Miller	1	July, '21	4,800
	Lapeer	4,723	C May,	'19	Charles Hubbard	1	Apr., '20	2,000
	Mansitee	9,690	C May,	'14	J hn Shields (act'g)	1	Jan., '21	
	Mt. Pleasant ..	4,819	C Mch.,	'21	Carl H. Peterson	1	Apr., '21	3,600
	Muskegon	36,570	C Jan.,	'20	I. R. Ellison	3	Jan., '20	5,000
	Otsego	3,168	C May,	'18	O. G. Bacon	1	Jan., '21	
	Petoskey	5,064	C Apr.,	'16	J. Frank Quinn	1	Jan., '20	6,000
	Plymouth	2,857	C Dec.,	'17	Sidney D. Strong	1	June, '20	3,000
	Pontiac	34,273	C Nov.,	'20	Irving C. Brower	1	Jan., '21	7,500
	Portland	1,899	C Jan.,	'19	F. L. Jenkins	1	Jan., '19	1,800
	Royal Oak	6,007	C May,	'18	P. H. Beauvais	2	Jan., '21	6,000
	St. Johns	3,925	C Aug.,	'18	T. H. Townsend	1	July, '19	3,000
	Sault Ste. Marie	12,096	C Dec.,	'17	Henry A. Sherman	1	July, '20	4,000
	Sturgis	5,995	C Apr.,	'21	Ralph D. Ballew	1	May, '21	3,300
	Three Rivers ..	5,209	C Apr.,	'18	O. O. Johnson	1	Apr., '18	2,800
	Vicksburg	1,946	o Oct.,	'20	Thos. E. Cloney	1	Oct., '20	
Minn.—	Anoka	4,287	C Apr.,	'14	Henry Lee	1	Apr., '14	1,500
	Columbia Hts.	4,000	C Aug.,	'21				
	Morris	2,320	C Jan.,	'14	Frank J. Haight	1	Oct., '18	1,800
	Pipestone	3,325	o May,	'17	V. H. Sprague	1	Sept., '20	3,000
Mo.—	Maryville ...	4,711	o Apr.,	'19	F. P. Robinson	1	Apr., '21	2,250

State	City	Population	Plan	In Effect	Name	Cities	Manager Appointed	Salary
Mont.—	Bozeman ..	7,000	C	Aug., '21				
	Columbus	987	o	Nov., '18	Harry P. Schug	1 Jan.,	'20	1,800
	Glasgow	2,059	o	July, '16	Harvey Booth	1 Mar.,	'18	2,100
	Scobey	1,170	o	Jan., '20	Roy N. Stewart	1 Jan.,	'20	2,100
Nebr.—	Alliance ...	4,591	C	Apr., '21	N. A. Kemmish	1 Apr.,	'21	5,000
			o	Aug., '19				
N.Mex.	Albuquerque	15,157	C	Jan., '18	James N. Gladding	1 Feb.,	'20	5,000
	Clovis	4,904	o	June, '19	Oscar Dobbs	1 June,	'19	3,600
	Roswell	7,062	o	May, '14	Clyde Fulton	1 Mar.,	'20	2,850
N. Y.—	Auburn	36,142	C	Jan., '20	John P. Jaeckel	1 Jan.,	'20	5,000
	Newburgh	30,272	C	Jan., '16	W. J. McKay	1 Jan.,	'20	5,000
	Niagara Falls .	50,760	C	Jan., '16	Edwin J. Fort	1 Sept.,	'18	6,000
	Sherrill	1,761	C	June, '16	S. E. Northway	1 Aug.,	'20	200
	Watertown ...	31,263	C	Jan., '20	C. A. Bingham	3 Feb.,	'20	7,500
	Watervliet ...	16,073	o	Jan., '20	Henry E. Gabriels	1 June,	'20	3,600
N. C.—	Durham ...	21,719	C	June, '21	R. W. Rigsby	2 Aug.,	'21	6,600
	Elizabeth City .	8,925	C	Apr., '15	Jas. B. Ferebee	1 June,	'21	2,400
	Gastonia	12,871	C	Aug., '19	W. J. Alexander	1 Aug.,	'19	3,600
	Goldsboro	11,296	C	July, '17	W. M. Rich	2 June,	'20	4,500
	Greensboro	19,746	C	May, '21	P. C. Painter	1 Aug.,	'21	
	Hendersonville .	3,720	o	July, '20	G. W. Brooks	1 July,	'20	
	Hickory	5,076	C	May, '13	R. G. Henry	1 Feb.,	'20	3,000
	High Point ...	14,302	C	May, '15	R. L. Pickett	1 Mar.,	'19	3,000
	Morehead City .	2,958	o	June, '16	John S. Bennett	1 June,	'19	2,100
	Morganton ...	2,867	C	May, '13	J. H. O. Carter	1 June,	'21	
	Reidsville	5,333	C	May, '22	E. H. Wrenn	1 May,	'21	3,000
			o	May, '21				
	Thomasville ..	5,676	o	May, '15	T. F. Harris	1 Aug.,	'20	1,800
Ohio—	Akron	208,435	C	Jan., '20	W. J. Laub	1 Jan.,	'20	10,000
	Ashtabula	32,082	C	Jan., '16	M. H. Turner	1 Jan.,	'18	3,500
	Cleveland Hgts.	15,236	C	Jan., '22				
	Dayton	152,559	C	Jan., '14	F. O. Eichelberger	1 Aug.,	'21	
	E. Cleveland ..	27,292	C	Jan., '18	C. M. Osborn	1 Jan.,	'18	6,000
	Gallipolis	6,070	C	Jan., '18	Edw. E. Myers	1 Jan.,	'18	1,680
	Lima	41,306	C	Jan., '22				
	Middletown ...	23,594	o	Jan., '21	Kenyon Riddle	3 Mar.,	'21	5,000
	Painesville ...	6,886	C	Jan., '20	T. B. Wyman	1 Jan.,	'20	4,000
	Sandusky	22,897	C	Jan., '16	Geo. M. Zimmerman	1 Apr.,	'18	5,400
	S. Charleston .	1,267	C	Jan., '18	P. H. Cheney	1 Jan.,	'18	1,600
	Springfield ...	60,840	C	Jan., '14	Edgar E. Parsons	1 June,	'20	6,000
	Westerville ...	2,480	C	Jan., '16	R. W. Orebaugh	1 Sept.,	'17	2,700
	Xenia	9,110	C	Jan., '18	T. H. Zell (acting)	1 May,	'21	3,600
Okla.—	Ardmore ..	14,181	C	June, '21	Kirk Dyer	1 June,	'21	4,800
	Cherokee	2,017	C	Oct., '20	John D. Bomford	1 Oct.,	'20	3,000
	Coalgate	3,009	C	July, '14	J. W. Carter	1 Oct.,	'20	1,620
	Collinsville ...	3,801	C	Feb., '14	H. P. Hampton	1 May,	'18	2,400
	Duncan	3,463	C	Nov., '20	John F. Ewell	1 Mar.,	'21	3,000
	Erick	971	o	June, '20	J. A. Richardson	1 June,	'20	1,500
	Lawton	8,930	C	Apr., '21	C. E. Douglas	1 July,	'21	

CITY MANAGERS' ASSOCIATION

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State City	Population	Plan	In Effect	Name	Cities	Manager Appointed	Salary
Madill	2,717	C	Nov., '17	Burr Wright	1	Dec., '20	
Mangum	3,405	C	Nov., '19	R. B. Snell	1	Jan., '19	1,800
McAlester	12,095	C	Nov., '14	E. M. Fry	1	Nov., '19	5,000
Muskogee	30,277	C	Apr., '20	R. P. Harrison	1	Apr., '20	10,000
Norman	5,004	C	Sept., '19	W. R. Gater	1	Sept., '19	3,000
Nowata	4,471	C	May, '20	Jas. C. Manning	2	May, '20	4,800
Pawhuska	6,414	C	Apr., '21	R. L. Plunkett	1	Apr., '21	4,800
Ponca City ...	7,051	o	Feb., '21	Hugh Johnson	1	Feb., '21	4,200
Sallisaw	2,255	C	Nov., '19	Fred E. Johnston	1	Nov., '19	3,000
Walters	3,032	C	Sept., '19	W. B. Anthony	1	Nov., '19	3,000
Weatherford ..	1,929	o	Aug., '17	G. A. Critchfield	1	June, '19	1,700
Yale		C	May, '21	W. E. Estep	1	June, '21	
Region—LaGrande	6,913	C	Oct., '13	George Garrett	1	June, '20	3,600
enna.—Altoona ..	60,331	o	Jan., '18	H. Gordon Hinkle	1	Jan., '18	7,500
Carlisle	10,916	o	May, '21	H. D. Herbert	1	Apr., '21	4,000
Edgeworth	1,373	o	Jan., '14	Robert Lloyd	1	Mar., '20	3,500
Jersey Shore ..	6,103	o	Feb., '21	C. C. Thurman	1	Feb., '21	2,400
Mifflinburg ...	1,744	o	Jan., '19	W. D. Kochersperger	1	Jan., '19	2,500
Osborne	358	o	Jan., '21	Robert Lloyd	2	Jan., '21	600
Sewickley	4,955	o	Oct., '18	John C. Hiteshow	1	Feb., '21	3,000
Towanda	4,260	o	Apr., '18	W. T. Howie	1	Apr., '18	1,500
o. Car.—Beaufort	2,831	C	May, '15	John Collier	2	Sept., '20	2,400
		o	Jan., '15				
Florence	10,968	C	June, '21	Clyde G. Brown	1	June, '21	
Rock Hill	8,809	C	Feb., '15	W. P. Goodman	1	Apr., '21	5,500
Sumter	9,508	C	Jan., '13	S. O'Quinn	1	Jan., '21	3,000
o. Dak.—Clark ...	1,392	o	May, '12	J. E. Smith	1	May, '12	1,500
Rapid City ...	5,777	C	Aug., '21	A. W. Vincent	1	Aug., '21	
enna.—Alcoa	3,358	C	July, '19	V. J. Hultquist	1	July, '19	2,000
Kingsport	5,692	C	Mar., '17	L. Herbert Kidd	1	Apr., '20	4,200
Murfreesboro ..	5,367	C	Oct., '20	R. E. Lowe	1	Dec., '20	2,400
Nashville	118,342	C	April, '21	Felix Z. Wilson	1	Apr., '21	6,000
exas—Amarillo ...	15,494	C	Dec., '13	J. G. Colby	1	June, '20	2,900
Beaumont	40,422	C	Apr., '20	Geo. J. Roark	1	Apr., '20	10,000
Brownsville ...	11,791	C	Jan., '15	George Grupe	1	Feb., '20	5,000
Bryan	6,295	C	May, '17	E. E. McAdams	1	June, '20	3,300
Denton	7,626	C	Apr., '14	H. V. Hennen	1	May, '19	2,000
Eastland	9,368	C	Jan., '19	Walter Lander	2	Jan., '19	6,000
Electra	4,744	o	May, '19	E. D. Kelley	1	June, '20	4,200
Houston	138,076	o	May, '21	C. E. Belk	1	May, '21	5,000
Lubbock	4,051	C	Dec., '17	Martin S. Ruby	1	Dec., '17	3,600
Lufkin	4,878	C	Apr., '18	J. O. Booker	1	Jan., '21	2,500
Ranger	16,295	C	May, '19	John M. Gholson (actg)	1	Apr., '21	
San Angelo ...	10,060	C	June, '16	R. H. Henderson	1	Nov., '20	3,000
Sherman	15,031	C	Apr., '15	O. J. S. Ellingson	1	Apr., '16	3,600
Stamford	3,704	C	Mar., '18	Homer D. Wade	1	Dec., '20	4,800
Taylor	5,965	C	Apr., '14	A. V. Hyde	1	Apr., '18	2,000
Teague	3,306	o	Jan., '15	C. E. Johnson	1		'20
Terrill	8,349	C	Aug., '19	S. L. Keller	1	Aug., '21	3,000
Tyler	12,085	C	Apr., '15	Henry J. Graeser	1	Aug., '18	3,600
Yoakum	6,184	C	Apr., '15	J. V. Lucas	1	Nov., '19	

State City	Population	Plan	In Effect	Name	Cities	Manager Appointed	Salary
Utah—Brigham City	5,228	o	Feb., '18	C. O. Roskelley	1	Feb., '18	2,400
Vermont—St. Albans	7,582	C	Mar., '21	A. B. Edwards	1	Apr., '21	3,600
Springfield	5,283	o	Apr., '20	John B. Wright	1	Apr., '20	3,600
Virginia—Bedford	3,243	o	Apr., '20	C. T. Venable	1	May, '20	2,800
Blackstone	1,381	C	June, '14	R. B. Stone	1	June, '14	1,500
Bristol	6,729	C	Sept., '19	S. L. Keller	1	Aug., '21	3,000
Charlottesville	10,688	o	Aug., '13	Walter Washabaugh	1	Sept., '20	3,600
Farmville	2,583	o	Sept., '15	Leslie Fogus	1	Sept., '17	1,400
Fredericksburg	5,882	o	Sept., '12	L. J. Houston, Jr.	1	Oct., '18	3,600
Hampton	6,138	C	Sept., '20	Geo. L. Rinkliff	1	Sept., '20	3,600
Lynchburg ...	29,956	C	Sept., '20	E. A. Beck	4	Sept., '20	7,500
Newport News	35,596	C	Oct., '20	L. G. Thom	1	Oct., '20	6,000
Norfolk	115,777	C	Sept., '18	Chas. E. Ashburner	3	Sept., '18	16,000
Petersburg	31,002	C	Sept., '20	Louis Brownlow	1	Sept., '20	10,000
Portsmouth ...	54,387	C	Jan., '17	J. P. Jervay	1	Sept., '20	10,000
Radford	4,627	C	Sept., '20	Paul J. B. Murphy	1	Dec., '20	3,300
Roanoke	50,842	C	Sept., '18	W. P. Hunter	1	Sept., '18	6,000
Staunton	10,617	C	Sept., '20	S. D. Holsinger	1	Jan., '11	2,000
		o	Jan., '08				
Suffolk	9,123	C	Sept., '19	R. H. Brinkley	1	Oct., '19	3,000
Warrenton	1,545	o	Mar., '20	J. W. Shirley	1	Nov., '20	1,600
Winchester ...	6,883	o	May '16	Thos. J. Trier	1	Sept., '18	2,000
West Va.—Bluefield	13,191	C	July, '21	Clarence E. Ridley	1	Sept., '21	5,000
Charleston ...	39,608	C	May, '15	Bonner H. Hill	1	May, '19	4,500
Clarksburg ...	27,869	C	May, '21	Harrison G. Otis	3	July, '21	6,500
Morgantown ..	12,117	C	July, '21	Chas. S. Sutherland	1	July, '21	3,000
Wheeling	54,322	C	July, '17	Homer C. Crago	1	June, '21	6,000
CANADA							
N. B.—Woodstock .	3,856	o	June, '19	R. F. Armstrong	1	June, '19	3,000
Ont.—Chatham ...	10,770	C	Dec., '21				
P. Q.—Grand'Mere	9,000	C	Mar., '20	Henry Ortiz	1	Mar., '20	6,000
La Tuque	6,000	C	Mar., '21	D. Hardy	1	Mar., '21	5,000
Shawinigan Fls	12,000	C	Mar., '21	J. H. Valiquette	1	Mar., '21	5,000
Westmount ...	14,579	C	Apr., '13	Geo. W. Thompson	1	Apr., '13	

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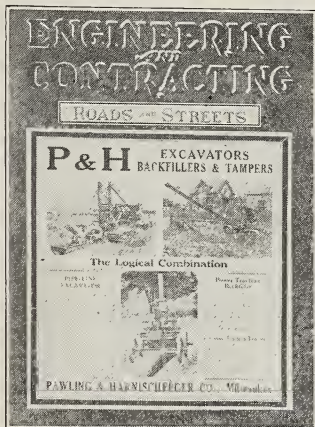
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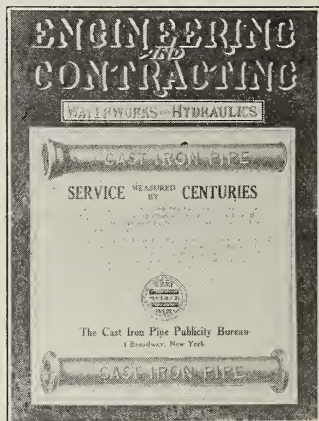
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Chemicals for Water Purification	Meter Testers	Street Lamp Posts
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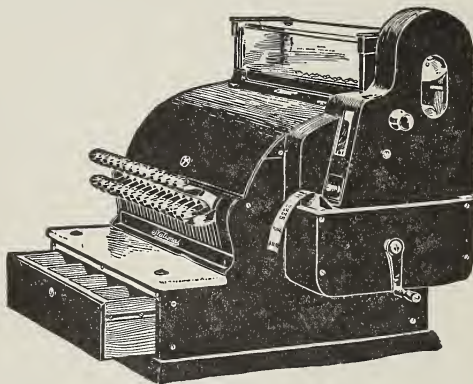
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Please send me without expense or obligation on my part, catalogs and price lists of material or machinery as checked above.

NAME..... POSITION.....

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This machine does what no other receipt-printing cash register can do.



- ① It prints the merchant's name. —————→
- ② It prints the price of each article. —————→
- ③ It adds the items.
- ④ It prints the total of all items. —————→
- ⑤ It retains added and printed records.

J. SMITH
COMPANY
10 MAIN ST.

0.07
0.32
0.48
0.19

TOTAL
\$01.06

Copy of receipt
printed for each
customer

**It also does other important things for merchants,
clerks, and customers.**

We make cash registers for every line of business. Priced \$75 and up.

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IMPROVED GIANT STRIDE
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ROUGH ROADS SHAVED SMOOTH

This machine shaves rough, rutty, cut up roads and streets smooth and turns them into beautiful level dirt boulevards in a few minutes time. One man operates the entire machine and can cover many miles of roads or streets in a day. Has a flexible blade—turns around in its own track in 3 seconds.

Many city managers have placed Avery "Road-Razers" in their cities and are having smooth dirt streets the year 'round. You can, too, and with less taxes by owning one of these machines.

Ask for prices and special circular or write for names of city managers now using them.

AVERY COMPANY, 47 Iowa Street, Peoria, Ill.

SOUTH BEND

"Studebaker Model"

Flushing Units

Pressure Sprinkling Units

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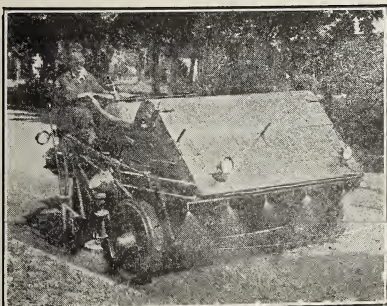
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Manufactured by

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A PLAN YOUR CITY SHOULD ADOPT

A score of cities throughout the country have adopted the idea of having a map made showing the location of present fire alarm boxes and spotting on it the possible location of future boxes. This allows them to lay out any cable additions most effectively and economically. It enables them to establish phantom boxes and speed up the response of the fire department.

J. Tyler Greene, Superintendent of Fire and Police Signaling at Toledo, Ohio, covered this in an address before the International Association of Municipal Electricians. We have made reprints of this and will be pleased to forward a copy. Send for it today. Naturally there is no charge.

The Gamewell Fire Alarm Telegraph Company

Newton Upper Falls, Mass.

A BOX A BLOCK

BUYING WILD

Many of the purchasing agents of our railroads and industries have been buying fire hose "WILD" without using their gray matter.

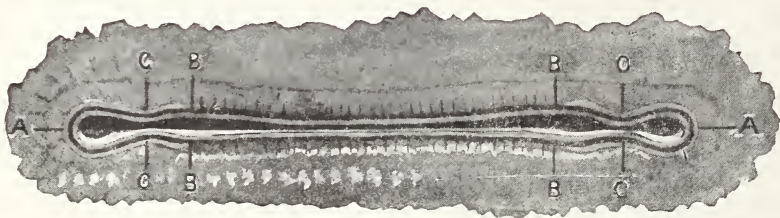
Often when a requisition is received for fire hose they turn to their records and re-order what they purchased last or else send out requests for bids under antiquated specifications.

No subject is of such vital importance as buying fire hose for fire protection. This is an article which is not often used but when it is needed it must be ready and dependable. Quality not price should cover the purchase.

When you next require fire hose let us show you why we make the above statement. If we cannot make good, take pleasure in turning us down.

The reason

The Way Bi-Lateral Fire Hose Flattens

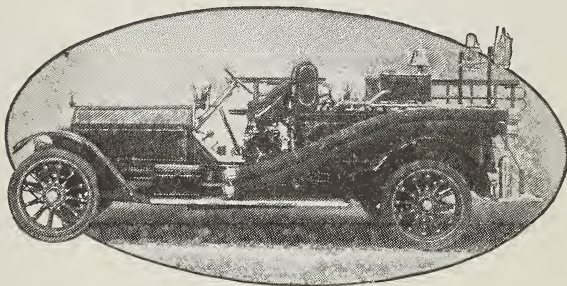


Curves do not injure the rubber

Send for our booklet "How to Judge Fire Hose." It will take three minutes to read it. See if we are right by investigating the hose in your department.

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RELIABILITY

The almost daily reports of unusual performances demonstrate the real meaning of American-LaFrance reliability.

The definite assurance that your fire apparatus will always be found ready for action goes with the American-LaFrance trade mark.

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A SPECIALTY

For SERVICE
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"Metropolitan" or "Bessemer"
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Our large capacity enables us to give you
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Seven plants running exclusively on Pav-
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The Metropolitan Paving Brick Co.

"THE WORLD'S LARGEST"

Canton, Ohio



Use whatever good construction you like, but
in Economy's Name, surface your street or road with
"TAXPAYERS' VALUE" BRICK

Street pavements are the BIG subjects of engineering and public discussion in the United States now, owing to the irresistible forward sweep of Highway Transportation.

One of the things that is going to be learned is that IT—DOES—NOT—PAY to tinker with the paving problem. It must be grasped and solved *whole*. The FIRST qualification that a pavement *must have* in order to be a paying investment is DURABILITY. A wearing-surface, however smooth its original surface, that will not last until it is paid for, and then longer yet, is *not* a good investment.



On this basis there is no pavement investment so good as a "TAXPAYERS' VALUE" BRICK pavement, properly laid; BECAUSE maintenance cost, that big item which does not appear in a paving contract, is reduced to little or nothing on a brick pavement FOR DECADES, and the rightly laid brick-paved surface is well nigh perfect all the time.

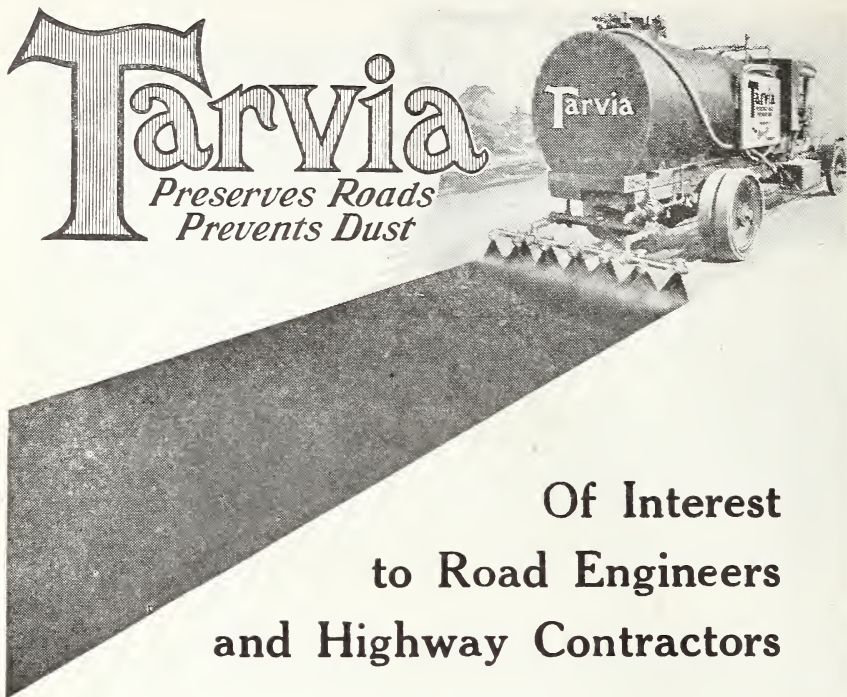
The matter is one of "just plain common sense."

A letter from you to us will bring you a copy of our specifications. And, if you desire, a copy of an address dealing with brick pavements in a Model Paving Program for a City of 20,000, as read before the last meeting of your Association.

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ENGINEERS BUILDING CLEVELAND, OHIO

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*Preserves Roads
Prevents Dust*



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But have you ever consulted its experts?

Do you realize that they can and are ready to help you solve your road problems?

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This expert service is free for the asking.

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In ten years the dollars you have spent for street paving will show the sense you used in selecting the paving material.

Trinidad Lake Asphalt

is the good sense pavement

A statement made and proved by long service rendered in large cities all over the United States.

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Asphalt

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in pavement construction which meets the increased and extraordinary demands of modern traffic for roads and street.



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Write for our pure creosote oil specifications.
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A ROAD MAKER

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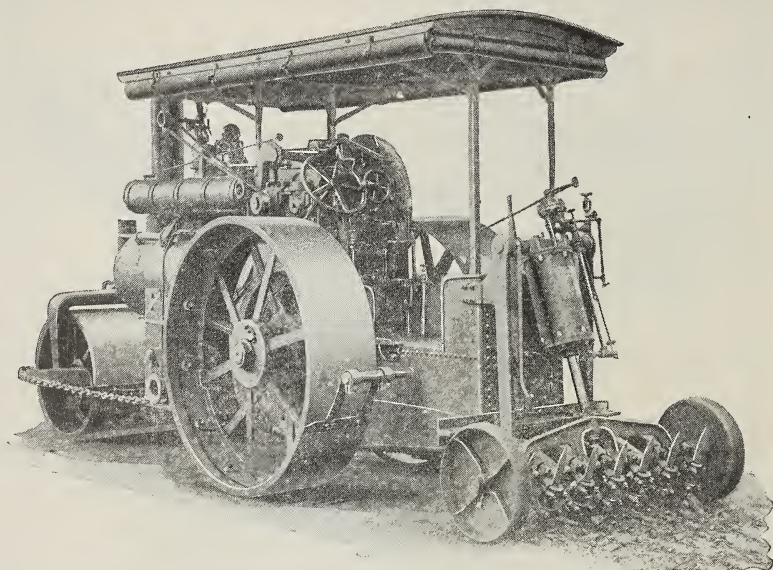
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Macadam Roller with Pressure Scarifier

SPECIAL NOTICE TO CITY MANAGERS!

We have developed a
Patented Pressure Cylinder Scarifier
for Street Construction and Repair Work
which may be attached to

BUFFALO-PITTS and KELLY-SPRINGFIELD ROLLERS

A great time and money saver for your
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MADE ONLY BY

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MACK Demountable Equipment in many combinations fills a long felt municipal want. By its use cities can operate their motor truck chassis continuously and bring about large economies. It meets seasonal demands.

Combinations which are now available are Combination Flusher, Sprinkler and Dump Truck—Combination Pressure Sprinkler and Dump Truck—Combination Gravity Sprinkler and Dump Truck—Combination Light Bituminous Material Distributor, Pressure Sprinkler and Dump Truck—Combination Light Bituminous Material Distributor, Pressure Flusher, Sprinkler and Dump Truck—and Heavy Bituminous Material Distributor and Dump Truck.

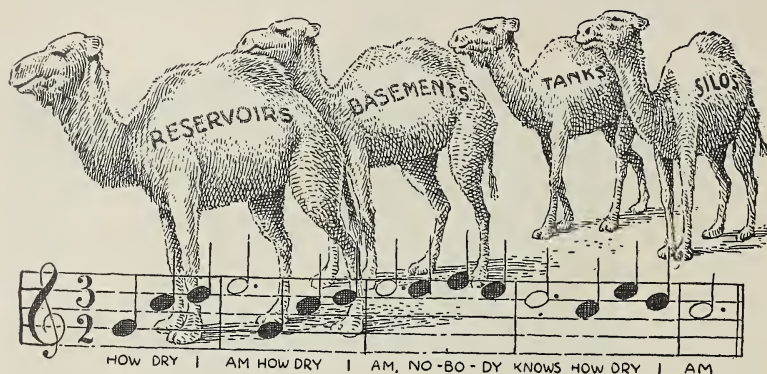
Other types of bodies can be substituted instead of a dump body.

Truck Capacities $1\frac{1}{2}$ to $7\frac{1}{2}$ tons.

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Water percolating through the small cracks rusts the reinforcement, undermines the slabs, and causes blow-outs.

Steel stand pipes corrode rapidly, unless the interiors are well protected with a good moisture proof coating.

If you know of anything better than AQUATITE HYDRAULIC PAINT for preventing reservoir leakage and rust, by all means use it, as the best is none too good for this important work.

When using AQUATITE, be sure you see the maker's labels on all barrels, manufactured only by the exclusive reservoir waterproofing concern, the

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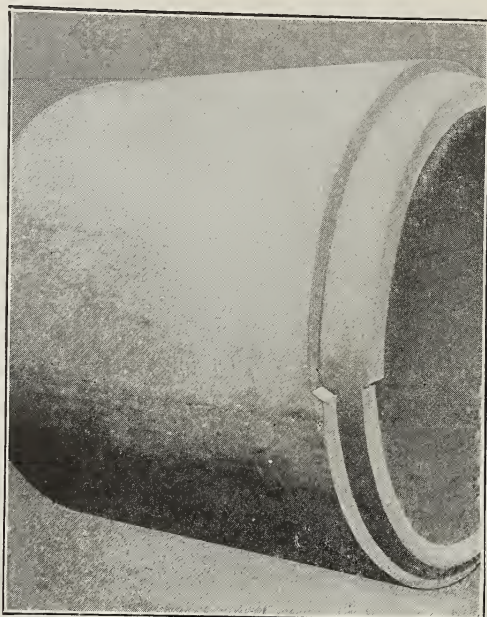
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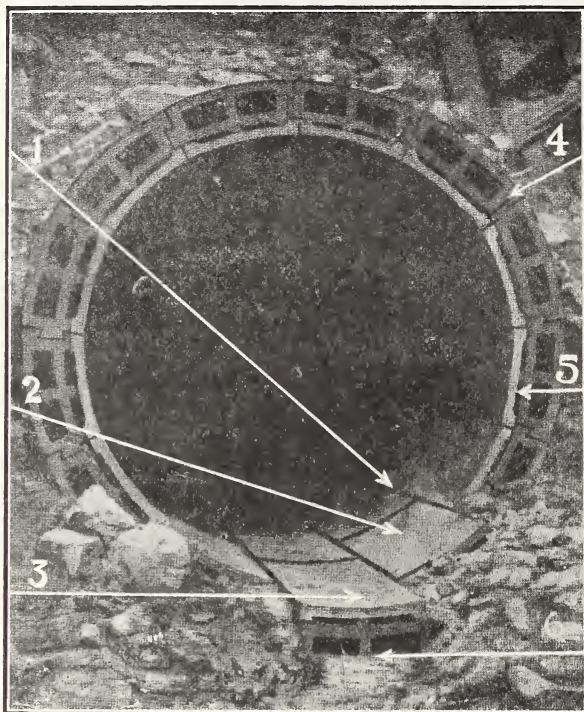
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The Advantages are Many — Make Us Explain

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The Efficient One Piece Block



The Six Points of Excellence

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| 1. Alternate Courses Staggered | 4. Side Joints—Tongue and Groove |
| 2. Block Length—two feet | 5. End Joints—The Perfect Seal |
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NO other type of pipe or flume offers the dollar-for-dollar value and service that Continental wood pipe does—used for practically all purposes—let us send you the facts



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Ample capital and capacity to handle any contract anywhere.

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MACHINE BANDED (Wire Wound) Diameters 2 Inches to 24 Inches
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Built for Pressures up to 175 pounds.

Dimensions exact for connecting with American Water Works Standard Fittings and Standard Valves.

Machine Banded wound with galvanized, copper bearing steel wire, or cold drawn copper wire.

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Also manufacturers of High Grade Water Gates, Fire Hydrants, for both low and high pressure service, Brass Goods of every description and various other Water Works Specialties.

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A SEWER CLEANING MACHINE

That is Reliable Under All Conditions

**WILL CLEAN YOUR SEWERS OF ANYTHING—BE IT SAND,
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Six days' trial in the sewers of your own city before you decide to keep it



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The Eddy Fire Hydrant has many points which should appeal to the progressive water works superintendent. For instance:

Should the standpipe be broken, not a drop of water need be lost.

Positively all water hammer is eliminated. Hydrant stems cannot be bent.

Nothing can lodge on the valve seat to prevent closing of the valve.

Hydrant valve can be removed and replaced in a few minutes and at small expense.

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The position of the Stem of the hydrant indicates accurately the position of the Valve.

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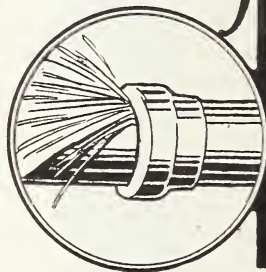
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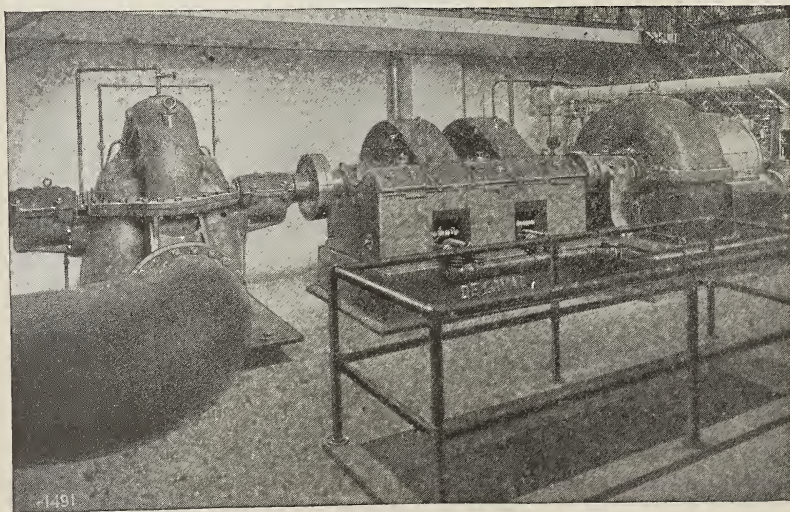
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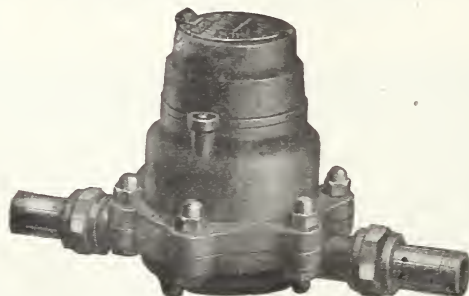
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For basement use we recommend the "Rams-Horn" meter holding frame.

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References among City Managers available.

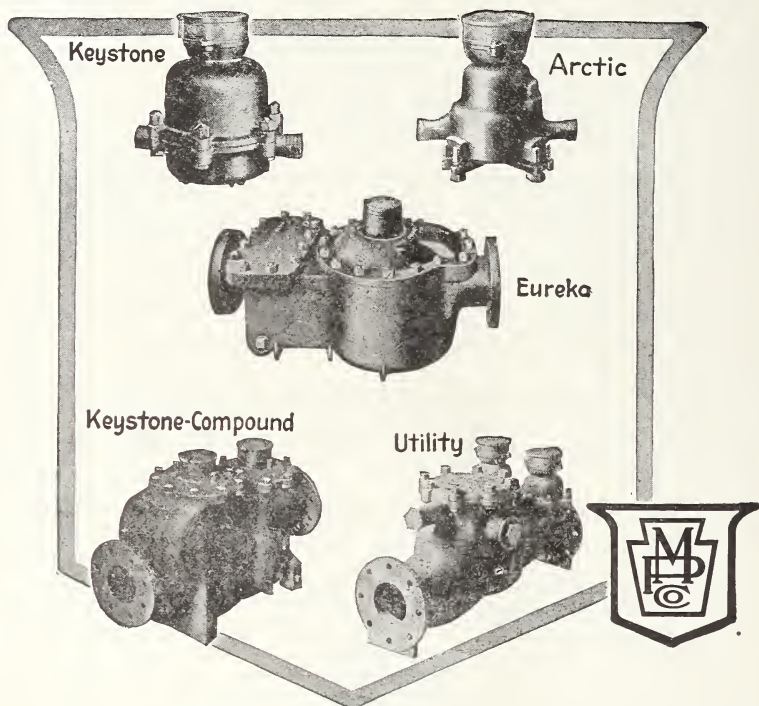
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KANSAS CITY, Mutual Bldg. SEATTLE, Railway Exchange Bldg.



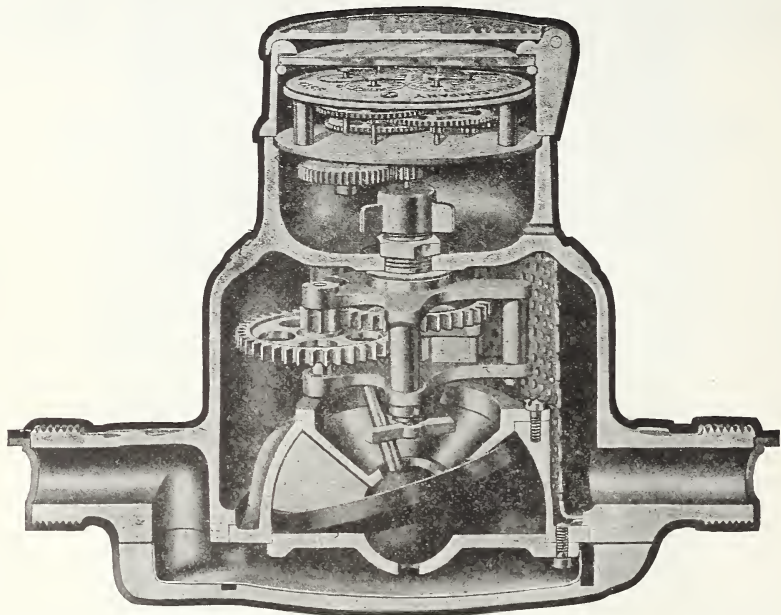
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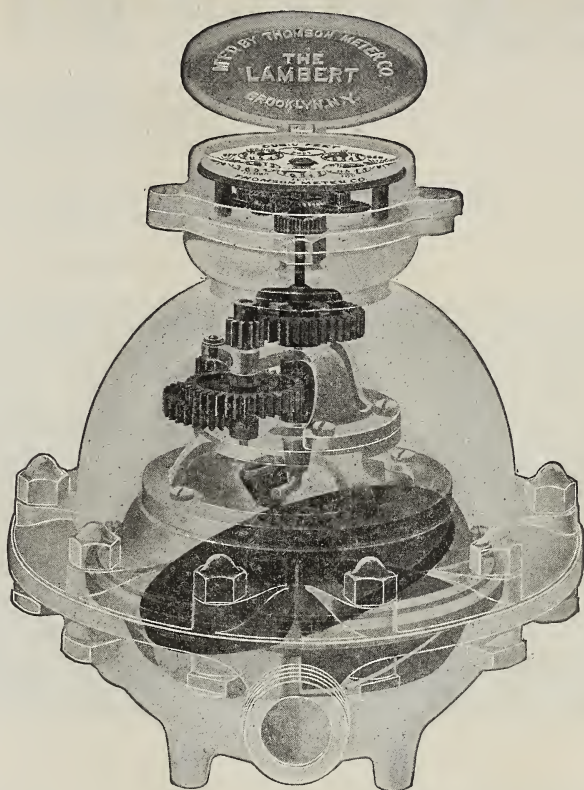
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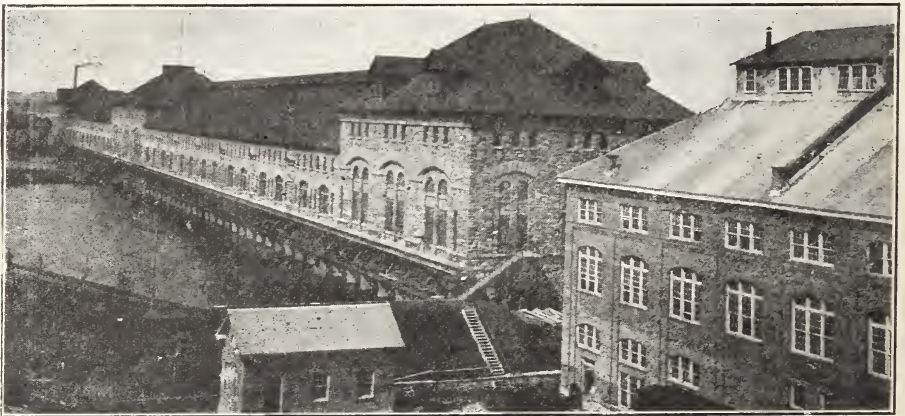
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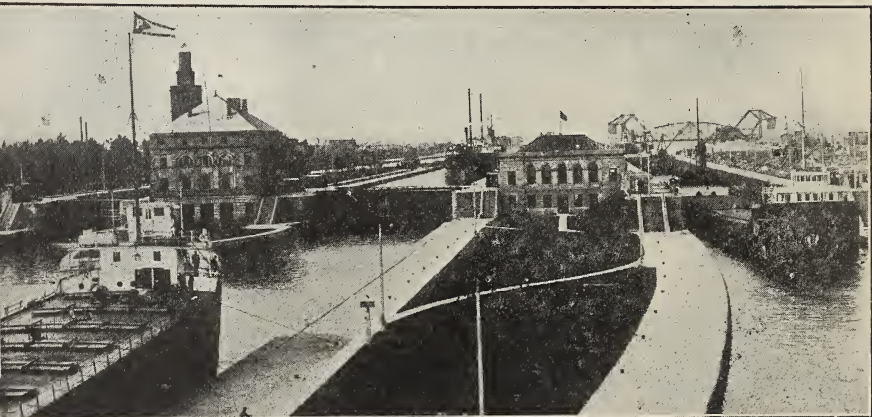
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CITY INDEX

References to reports appearing in this and previous issues of the Yearbook. The Roman numerals indicate the issue; Arabic numerals, the pages.

	I	II	III	IV	V	VI	VII
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Alcoa, Tenn.	—	—	—	—	—	23	50
Alhambra, Calif.	—	—	—	114	39	59	7
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Eaton Rapids, Mich.	—	—	—	—	—	42	27
Edgeworth, Pa.	—	—	—	—	54	73	47
El Dorado, Kans.	—	—	—	—	30	77	22
Electra, Tex.	—	—	—	—	—	47	51
Elizabeth City, N. C.	—	—	—	—	40	14	37
Erick, Okla.	—	—	—	—	—	—	44
Estherville, Ia.	—	—	—	—	—	—	21
Farmville, Va.	—	—	—	120	51	12	59
Fillmore, Calif.	—	—	—	—	—	—	8
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Gallipolis, Ohio	—	—	—	—	—	—	43
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Glasgow, Mont.	—	—	—	119	53	—	34
Glencoe, Ill.	—	—	81	123	50	83	17
Glendale, Calif.	—	—	—	112	36	58	9
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Grand' Mere, P. Q., Can. ...	—	—	—	—	—	—	61
Grand Rapids, Mich.	—	—	—	101	18	31	28
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Griffin, Ga.	—	—	—	—	—	21	17
Grosse Pte. Shores, Mich. ...	—	—	—	112	56	43	28
Hampton, Va.	—	—	—	—	—	—	56
Harrodsburg, Ky.	—	—	—	—	—	—	23
Hays, Kans.	—	—	—	—	—	78	22
Hendersonville, N. C.	—	—	—	—	—	—	38
Hickory, N. C.	—	74	—	119	—	17	38
High Point, N. C.	—	—	—	109	—	13	38
Houston, Tex.	—	—	—	—	—	—	52
Iowa Falls, Ia.	—	—	—	122	51	80	21

CITY MANAGERS' ASSOCIATION

	I	II	III	IV	V	VI	VII
Jackson, Mich.	—	79	78	105	23	34	28
Jersey Shore, Pa.	—	—	—	—	—	—	48
Kalamazoo, Mich.	—	—	—	—	22	33	29
Kenilworth, Ill.	—	—	—	—	—	—	18
Kingsport, Tenn.	—	—	—	114	40	22	50
Kinsley, Kans.	—	—	—	—	—	—	21
La Grande, Ore.	—	—	—	117	44	62	47
Lake City, Fla.	—	—	—	—	—	—	13
Lapeer, Mich.	—	—	—	—	48	—	41
Largo, Fla.	—	—	—	125	—	21	13
La Tuque, P. Q., Can.	—	—	—	—	—	—	61
Lawton, Okla.	—	—	—	—	—	—	46
Lima, Ohio	—	—	—	—	—	—	43
Long Beach, Calif.	—	—	—	—	—	—	9
Lubbock, Tex.	—	—	—	—	—	—	52
Lufkin, Tex.	—	—	—	—	—	47	52
Lynchburg, Va.	—	—	—	—	—	—	56
Madill, Okla.	—	—	—	122	—	—	46
Manchester, Ia.	—	—	—	—	—	—	21
Mangum, Okla.	—	—	—	—	47	49	46
Manistee, Mich.	16	—	—	111	35	37	32
Mansfield, Mass.	—	—	—	—	—	—	24
Maquoketa, Ia.	—	—	—	—	—	—	16
Martinez, Calif.	—	—	—	—	—	—	9
Maryville, Mo.	—	—	—	—	—	—	33
McAlester, Okla.	—	—	—	—	—	—	44
McCracken, Kans.	—	—	—	—	—	78	23
Miami, Fla.	—	—	—	—	—	—	13
Michigan City, Ind.	—	—	—	—	—	—	18
Middleboro, Mass.	—	—	—	—	—	—	24
Middletown, Ohio	—	—	—	—	—	—	41
Mifflinburg, Pa.	—	—	—	—	—	73	48
Monticello, Ark.	—	—	—	—	—	86	6
Montrose, Colo.	—	—	—	102	51	89	12
Morehead City, N. C.	—	—	—	—	53	16	38
Morganton, N. C.	—	—	—	121	48	16	38
Morgantown, W. Va.	—	—	—	—	—	—	59
Morris, Minn.	—	—	—	125	—	—	33
Mount Pleasant, Ia.	—	—	—	—	—	80	20
Mount Pleasant, Mich.	—	—	—	—	—	—	32
Murfreesboro, Tenn.	—	—	—	—	—	—	50
Muskegon, Mich.	—	—	—	—	—	35	30
Muskogee, Okla.	—	—	—	—	—	—	44
Nashville, Tenn.	—	—	—	—	—	—	50
Newburgh, N. Y.	—	—	—	108	—	68	35
New London, Ct.	—	—	—	—	—	—	12
Newport News, Va.	—	—	—	—	—	—	56
New Smyrna, Fla.	—	—	—	—	—	—	13
Niagara Falls, N. Y.	—	—	77	104	23	67	36
Norfolk, Va.	—	—	—	—	—	7	57
Norman, Okla.	—	—	—	—	—	—	45
Norwood, Mass.	—	81	76	111	34	65	25
Nowata, Okla.	—	—	—	—	—	—	45
Ocala, Fla.	—	—	—	—	—	20	14
Osborne, Pa.	—	—	—	—	—	—	48
Otsego, Mich.	—	—	—	—	50	42	32
Painesville, Ohio	—	—	—	—	—	—	43

SEVENTH YEAR-BOOK

	I	II	III	IV	V	VI	VII
Pasadena, Calif.	—	—	—	—	—	—	9
Pasa Robles, Calif.	—	—	—	—	—	62	9
Pawhuska, Okla.	—	—	—	—	—	—	46
Petersburg, Va.	—	—	—	—	—	—	57
Petoskey, Mich.	—	—	—	—	45	39	30
Phoenix, Ariz.	—	—	—	108	—	91	5
Pipestone, Minn.	—	—	—	125	—	84	33
Pittsburg, Calif.	—	—	—	—	—	60	9
Plymouth, Mich.	—	—	—	—	—	—	31
Ponca City, Okla.	—	—	—	—	—	—	46
Pontiae, Mich.	—	—	—	—	—	—	31
Portland, Mich.	—	—	—	—	—	42	31
Portsmouth, Va.	—	—	—	—	22	8	58
Punta Gorda, Fla.	—	—	—	—	—	—	13
Radford, Va.	—	—	—	—	—	—	59
Ranger, Tex.	—	—	—	—	—	44	53
Rapid City, S. D.	—	—	—	—	—	—	49
Redding, Calif.	—	—	—	—	49	60	10
Richmond, Calif.	—	—	—	—	—	—	10
Roanoke, Va.	—	—	—	—	25	9	58
Rock Hill, S. C.	—	82	82	113	38	—	49
Rome, Ga.	—	—	—	—	—	—	17
Roswell, N. M.	—	—	—	—	41	90	35
Royal Oak, Mich.	—	—	—	—	45	39	32
Sacramento, Calif.	—	—	—	—	—	—	10
Saint Albans, Vt.	—	—	—	—	—	—	54
Saint Augustine, Fla.	—	88	79	115	—	18	14
Saint Johns, Mich.	—	—	—	—	50	41	32
Saint Marys, Kans.	—	—	—	—	—	—	21
Salina, Kans.	—	—	—	—	—	—	21
Sallisaw, Okla.	—	—	—	—	—	—	45
San Angelo, Tex.	—	—	—	—	32	46	52
San Diego, Calif.	—	—	—	103	—	53	10
Sandusky, Ohio.	—	—	80	108	28	26	41
Sanford, Fla.	—	—	—	—	—	19	14
San Jose, Calif.	—	—	—	106	25	54	11
Santa Barbara, Calif.	—	—	—	—	—	56	11
Sault Ste. Marie, Mich.	—	—	—	—	33	36	31
Scobey, Mont.	—	—	—	—	—	—	34
Sewickley, Pa.	—	—	—	—	44	72	48
Shawinigan Falls, P. Q., Can. .	—	—	—	—	—	—	61
Sherman, Tex.	—	—	—	109	—	45	53
Sherrill, N. Y.	—	—	—	125	—	—	36
So. Charleston, Ohio	—	—	—	—	55	—	43
So. Pasadena, Calif.	—	—	—	—	—	—	11
Springfield, Ohio	—	87	76	104	20	25	42
Springfield, Vt.	—	—	—	—	—	—	54
Stamford, Tex.	—	—	—	—	47	—	53
Staunton, Va.	—	—	—	—	36	10	58
Stockton, Kans.	—	—	—	—	—	—	21
Stoughton, Mass.	—	—	—	—	—	—	25
Stratford, Ct.	—	—	—	—	—	—	12
Sturgis, Mich.	—	—	—	—	—	—	32
Suffolk, Va.	—	—	—	—	—	—	59
Sumter, S. C.	—	—	—	113	38	17	49
Tallahassee, Fla.	—	—	—	—	—	20	14
Tampa, Fla.	—	—	—	—	—	—	15

CITY MANAGERS' ASSOCIATION

	I	II	III	IV	V	VI	VII
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Teague, Tex.	—	—	—	—	—	—	53
Terrell, Tex.	—	—	—	—	—	—	53
Tifton, Ga.	—	—	—	—	—	—	17
Thomasville, N. C.	—	—	—	—	—	15	38
Three Rivers, Mich.	—	—	—	—	—	40	33
Towanda, Pa.	—	—	—	—	46	72	48
Tyler, Tex.	—	—	—	—	33	46	53
Vicksburg, Mich.	—	—	—	—	—	—	33
Villisca, Ia.	—	—	—	—	—	—	20
Walters, Okla.	—	—	—	—	—	51	46
Waltham, Mass.	—	—	—	107	26	64	25
Warrentown, Va.	—	—	—	—	—	—	59
Watertown, N. Y.	—	—	—	—	—	69	37
Watervliet, N. Y.	—	—	—	—	—	70	37
Weatherford, Okla.	—	—	—	—	—	51	46
Webster City, Ia.	—	—	—	118	45	79	20
Westerville, Ohio	—	—	—	124	54	29	43
West Hartford, Ct.	—	—	—	—	—	—	12
West Liberty, Ia.	—	—	—	—	—	—	21
Westmount, P. Q., Can.	—	—	—	—	—	—	61
West Palm Beach, Fla.	—	—	—	—	—	—	16
Wheeling, W. Va.	—	—	—	—	24	30	60
Wichita, Kan.	—	—	—	103	18	75	23
Wilmette, Ill.	—	—	—	—	—	81	18
Winchester, Va.	—	—	79	117	43	11	59
Winfield, Kans.	—	—	—	—	—	—	21
Winnetka, Ill.	—	91	79	123	44	82	18
Woodstock, N. B., Can.	—	—	—	—	—	74	60
Xenia, Ohio	—	—	—	114	39	28	43
Yale, Okla.	—	—	—	—	—	—	46
Yoakum, Tex.	—	—	—	116	—	—	53

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